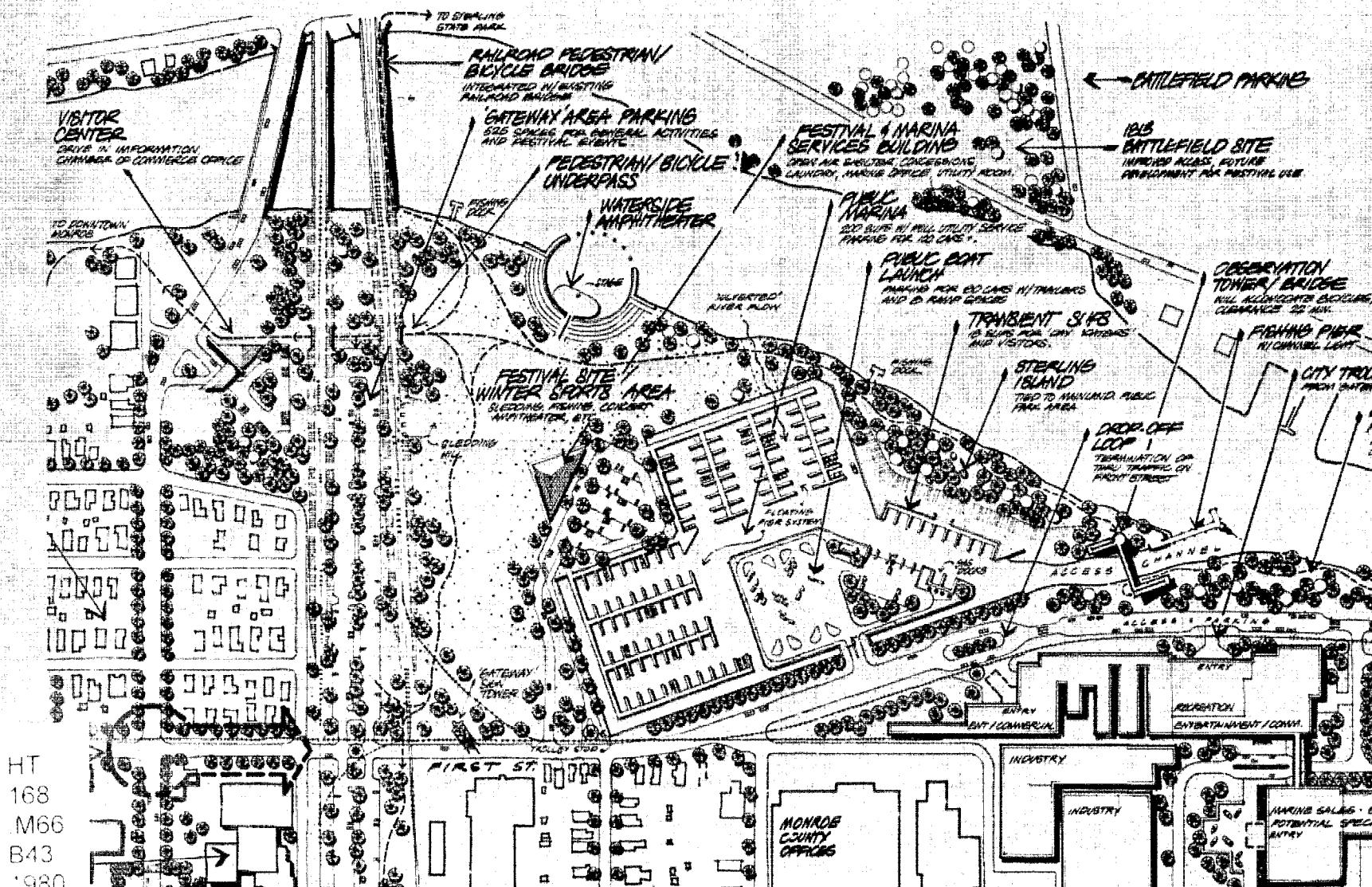


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DEVELOPMENT PLAN LAKE ERIE GATEWAY



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DEVELOPMENT PLAN

LAKE ERIE GATEWAY

MONROE, MICHIGAN

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DEVELOPMENT PLAN
LAKE ERIE GATEWAY
AUGUST 1980

CITY OF MONROE

Samuel J. Mignano Jr., Mayor
John Iacoangeli, Community Development Director

**THE MICHIGAN DEPARTMENT OF NATURAL
RESOURCES
DIVISION OF LAND RESOURCE PROGRAMS**

Chris Shafer, In Charge, Coastal Zone Management Unit
David Warner, Project Representative

PROJECT PLANNERS

Beckett Raeder Rankin, Inc.
John M. Beckett, Principal
Gary L. Cooper, Associate
Earl F. Ophoff, L.A.
Jane Paccamonti, L.A.

CONSULTANTS

A. J. Dines Associates, Inc.
Preservation Urban Design Inc.

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BECKETT RAEDER RANKIN INC
Landscape Architects and Planners • Ann Arbor, Michigan

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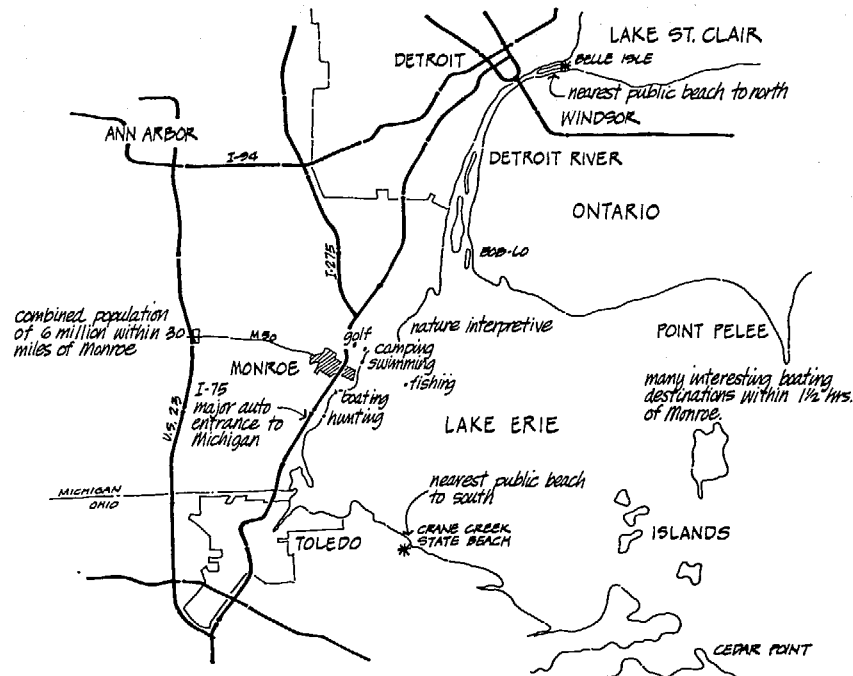
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INTRODUCTION



8| INTRODUCTION

The 1979 Monroe Coastal Zone Management Plan identifies opportunities for significant new economic growth to be gained through development of a greater awareness and more effective linkages between the community and Lake Erie. The lake is a tremendous resource of recreational and tourism potential which, if appropriately developed, can become a major regional recreation destination. Sterling State Park, the Bolles Harbor marinas and proposed construction of a recreational island in La Plaisance Bay are the major attractions of a future total system of sportsmen and family recreational opportunities in the immediate coastal area.



REGIONAL SETTING

The Monroe coastal area lies within 25 miles of most residents in the Toledo urban area and within 25 miles of a substantial portion of residents of the Detroit metropolitan area. In addition, the combined population of all areas within a 50 mile radius is approximately six million people.

A recent Wall Street Journal article reported that analysts see a trend toward increased tourism for resort areas closest to large population centers. They note that both tourists and businessmen are cutting back on long distance travel and searching for substitutes closer to home. Although gasoline shortages and price increases forced these choices on people in 1979, the article reported that in the 1980's they are likely to become an accepted way of life.

Sterling State Park is the only public bathing area on the western end of Lake Erie. To the north the next major public bathing facilities are Belle Isle and Metropolitan Beach. In Ohio the nearest public beach on the lake is at Crane Creek State Park near Oak Harbor, about as far from Toledo to the east as Sterling State Park is to the north. Bolles Harbor, now undergoing substantial expansion, is the only Harbor of Refuge in Michigan on Lake Erie. Additional private marina facilities in and near the Monroe area make it a significant center for boating activities. With the water quality improvements to the lake in the last several years, fishing has again become a significant attraction for the area. These elements, swimming, boating and fishing, combined with Monroe's historical and floral attractions combine to provide economic development opportunities for tourist based industry.

THE COASTAL CONCEPT

Historically, the City of Monroe has focused on development of its lake frontage for industry and shipping commerce as the major economic base of the community. As a result, the recreational development of the lakeshore has occurred in a fragmented manner outside the city limits to the north and south.

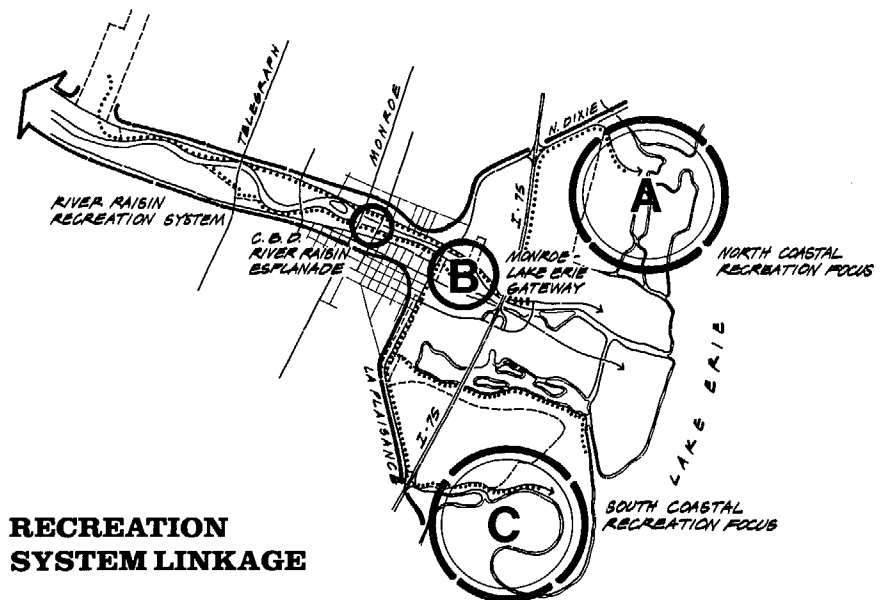
Monroe's greatest opportunity and challenge, then, is to establish an effective system of linkages to unify the major concentrations of recreation and, in turn, become the focus of the entire coastal system.

The coastal concept envisions two focus areas of concentrated coastal development, a north recreation focus centered around the full service recreation activities of Sterling State Park and a south recreation focus centered around the boating and sportsmen's activities at Bolles Harbor and La Plaisance Bay. The concept also envisions a "coastal loop" circulation system providing a direct connection between the two coastal centers and direct linkages to Interstate 75 and the community street system of Monroe.

Monroe's most obvious link to Lake Erie is the River Raisin providing recreational boating to the heart of the east side of the community and a system of riverfront parks to the western city limit. Community plans call for an eventual expansion of these parks and a system of pedestrian and bicycle linkages along the entire river corridor. Included in the system is the proposed River Raisin Esplanade, a redevelopment project intended to provide a new stimulus for the commercial center of downtown.

In addition, the Gateway can become a new focus for the east side of Monroe and the initial image of an improved community entranceway for an area that historically developed as the "back yard" of the community but became the "front yard" with the construction of Interstate 75 as the major regional approach.

The remainder of this report presents a detailed assessment and recommendations for all major components of the Gateway area and a concept for unifying those components into a community development strategy aimed at promoting economic development through tourism and regional recreation and improving the quality of the setting for residents of the area.



10 | INTRODUCTION

At the confluence of the "coastal loop" and the River Raisin recreation system lies the Lake Erie Gateway, the third major activity focus envisioned by the coastal concept.

The term "Gateway" is a fitting description for this area because for city residents it marks the entry to the Lake Erie Coastal Area and its many recreation related activities. For the visitor to Monroe, the Gateway marks the entrance to the downtown with its varied shopping, entertainment, and historical attractions. Thus, the Gateway is like the neck of an hourglass, an area through which visitors and residents alike will pass enroute to recreation, leisure or shopping related activities.

HISTORICAL PERSPECTIVE



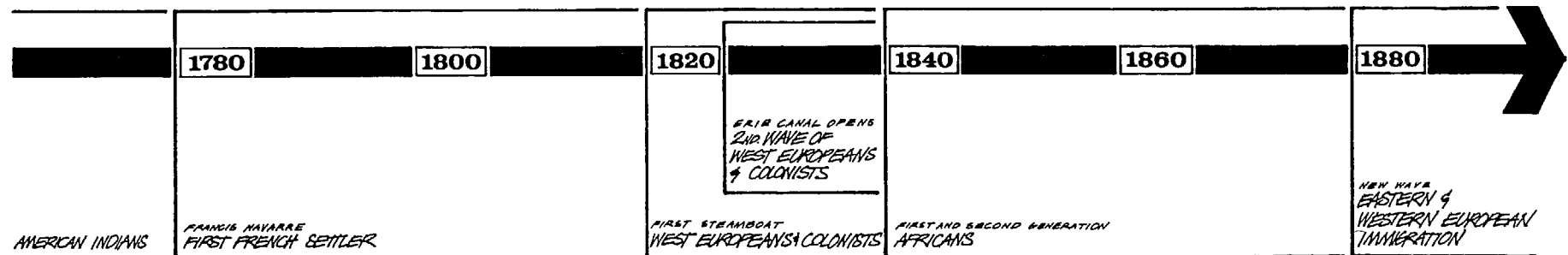
12 HISTORICAL PERSPECTIVE

Monroe, Michigan's only port on Lake Erie, is located in the southeastern corner of the State along the banks of the River Raisin. Throughout the history of the area, water resources have had a great impact on the City's growth and development. As is the case with most rivers in the Eastern United States, the River Raisin was an original source of power for early industry, a source of food for early pioneers and, most importantly, a source of transportation for people and goods. However, comparison of the geology of the Monroe area to that of its counterparts reveals one striking difference: much of the western end of Lake Erie was extensive marshland. Subject to extreme water level fluctuations, this area was uninhabitable. Consequently, the settlement of Monroe took place nearly three miles upstream on higher, more fertile ground. The presence of the marsh barrier between the City and Lake Erie was probably the single greatest influence upon Monroe's development. History has shown that environmental transformation is possible in certain instances. However, the early pioneers of Monroe had neither the desire nor the technology for such a transformation. Thus, until recently, the City of Monroe developed all the characteristics of a river, rather than a lake, community.

In 1793, an American settlement was established in Frenchtown and a blockhouse was constructed to provide protection from potential Indian attacks. Three years later, the small fortress in the wilderness flew the first American flag over Michigan soil, in a time when Frenchtown rivaled Detroit as the principal settlement in the lower peninsula.

The citizens of Monroe, anxious to encourage settlement of their community, made many organized attempts at establishing facilities to bring this about. Their first endeavor occurred in 1833 when the Village overwhelmingly approved the construction of the municipally-financed steamboat, "Monroe." Monroe was able to capitalize upon much of this westward movement and, in the period from 1830 to 1835, the local population tripled. A second major effort occurred in 1838 when the general public decided that a new harbor should be built. Because La Plaisance Bay offered poor shelter, and because of its distance from the City, it failed to adequately serve the increasing commercial activity in the area. Once again, strong civic support was credited for the construction of the City Ship Canal, designed to connect to the federally-financed U.S. Ship Canal. With

IMMIGRATION TO MONROE

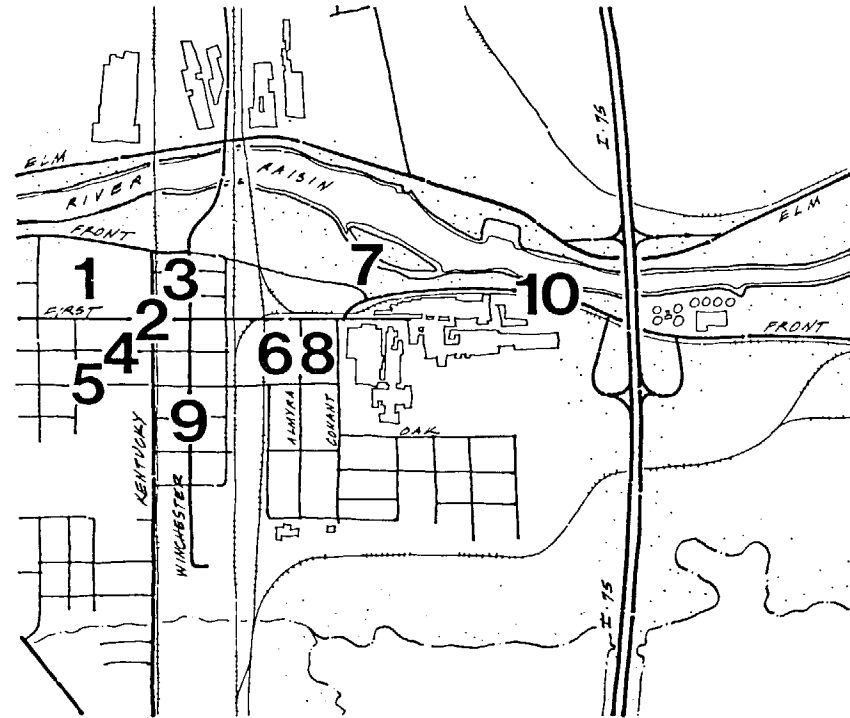


the City docks now located between the eastern limits of City development and the Monroe marshes, access to Lake Erie was increased through nearly two miles of improved shipping channels.

The late 1830's were important for the Village, not only because of canal construction, but also because of legislative matters. In 1837, the Village was formally incorporated as a City and, in the same year, Michigan was granted statehood. Also in 1837, the newly-created State Legislature appropriated funds for the construction of three railroads to run to the west; the Northern from St. Clair County to Kent County; the Central from Detroit to the St. Joseph River, and the Southern from Monroe to New Buffalo.

The Michigan Southern rivaled the Erie and Kalamazoo Railroad which serviced Toledo and points west. Depots for these rail facilities were located in the Lake Erie Gateway Area. The rivals traded dominance numerous times as they incorporated new technological or administrative advances. One near end to the Michigan Southern came in 1849 when its Chairman of the Board leased the railroad to its competitors, the Erie and Kalamazoo.

With the completion of the Erie Canal in 1825, the impact of people upon local commerce was immediately felt. Logically, the first two businesses to flourish were banks and land offices. Another predictable result of the movement of people and goods was the development of warehouses and similar harbor businesses. In 1838, with the completion of an improved and more direct ship canal, emphasis was shifted to the City dock region. The Sterling family was the first to move their warehouses in 1843 and were followed shortly by the families of Strong and Scott. With the completion of the Michigan Southern Railroad in 1841, Monroe began, for the first time, to witness a two-way movement



LAKE ERIE GATEWAY—1894

- | | |
|---------------------------|-------------------------|
| 1 ILGENFRITZ NURSERY | 6 MICH. CENTRAL R.R. |
| 2 LAKE SHORE & MICH. R.R. | 7 STERLING DOCKS |
| 3 B. STURN GENERAL STORE | 8 FAIR GROUNDS |
| 4 MAURE FURNITURE CO. | 9 INTENSIVE RESIDENTIAL |
| 5 3rd WARD SCHOOL | 10 CITY DOCKS |

14 | HISTORICAL PERSPECTIVE

of goods. Primarily exporting grain, both of local origins as well as from Jackson, Washtenaw and Lenawee Counties, the produce was often milled in Monroe before shipment east.

This same period of history saw Monroe establishing a name for itself with produce of a different kind. With the arrival of E.H. Reynolds in 1841, the area north of the river was shortly transformed into extensive nurseries. In 1846, I.E. Ilgenfritz arrived from Pennsylvania and joined in partnership with Mr. Reynolds. Eventually, in 1849, Reynolds was bought out only to see the business he once started become one of the largest nurseries in the country.

The port and railroad facilities again supported Monroe in the 1860's through 80's when the need for moving lumber and wood products arose. With such plentiful resources in the State, Monroe's location again proved strategic. The Monroe Paper Company, the Monroe Products Company, and the Richardson Paper Company all got their start in this period and produced primarily commercial-grade wrapping paper. Charcoal was also a wood product in high demand, and was used in many manufacturing operations. This product was first imported in 1846 at the City docks by the enterprising J. M. Sterling who eventually watched his business grow to a peak of over 10,000 tons in 1888. In addition, his warehouse/dealership handled wood, straw, hay, salt, and ice. During the latter part of the 1880's, the Sterling family also was extensively involved with the Western Union Telegraph Company, then rapidly expanding across the continent.

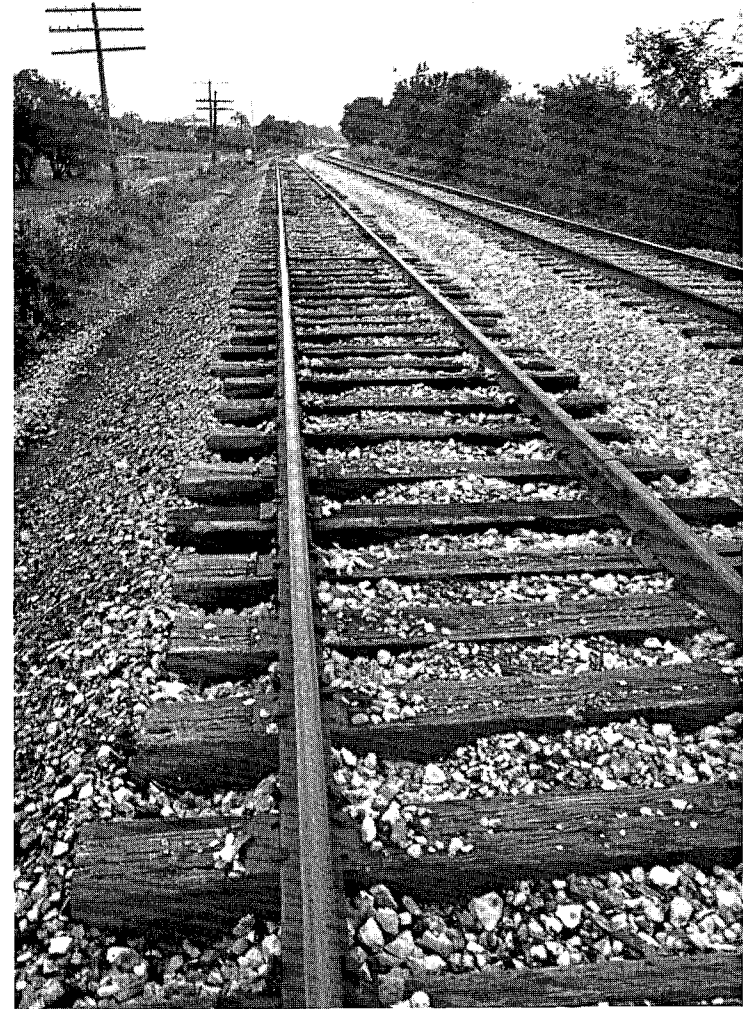
This conflicting period of local history during the late nineteenth century soon changed for, with the arrival of the twentieth century, came the largest influx of new industry that the City had experienced to date. Following an inclination toward local paper

manufacture first introduced in the late 1880's, the subsequent establishment of the Weis Plant in 1906, and the River Raisin Paper Company in 1910, came as no surprise. Also aiding the City's resurgence were Detroit Stoker and Newton Steel, two heavy manufacturing industries that were established in 1928 and 1929 respectively. Finally, the Consolidated Packaging Company went into operation in 1929. All of these industries relied heavily upon Monroe's water resources to import raw materials, process them, and export a finished product.

Although not necessarily confined to the marsh area, the first commercial fisheries became prevalent in 1856 with the founding of the Chitlenden Company. Using large nets to catch whitefish, herring, bass, pickeral, and sturgeon, Monroe quickly became known for its export of fish and caviar. In the period between 1878 and 1890, over \$100,000 worth of caviar was exported. The Monroe Piers contained cottages, hotels, and a casino, all located along the piers and the adjacent lakeshore, where the water-related activities of regattas, steamer cruises and bathing were the order of the day. The facilities at the Monroe Piers were made accessible by a local inter-urban line. The marshes continued to serve recreational uses until the onset of World War I, when these structures became but another facet of local history.

The Lake Erie Gateway, during the 1830's through the 1840's, was the hub of activity for the City of Monroe. It was a collage composed of residents, immigrants, commercial establishments, river recreational activities, manufacturing and transportation terminals. However, unlike other communities, where the components of that collage are lost to history, the Lake Erie Gateway has the necessary ingredients to recreate the activity center it once was in the Monroe community.

GATEWAY CONTEXT



16 | GATEWAY CONTEXT

The Lake Erie Gateway Area is a multifaceted urban scene composed of a myriad of residential, industrial, commercial, and recreational uses and rich in structures and sites expressing Monroe's history and development. The purpose of this study is to sort out the problems and opportunities of each of the area components and to develop a strategy for unifying the area into a singular community resource. Accordingly, the major components of the Lake Erie Gateway Area are as follows:

HELLENBERG FIELD

Hellenberg Field is the key City recreation facility for the eastern portion of Monroe and includes baseball diamonds and a boat launch on the River Raisin. Locationally, the area is an important element in the system of parks and recreation facilities related to the river corridor and will be directly accessible from a planned bicycle and pedestrian way along the river.

Planning concepts for the Lake Erie Gateway Area must consider the development potentials for Hellenberg Field in light of uses and activities that are coastally dependent and uniquely suited to a riverfront site. Baseball diamonds are not coastal dependent facilities, therefore other areas should be identified for relocation of these facilities in an effort to free up the site for more appropriate activities.

RIVER EDGE

The River Raisin is the prime natural resource within the Lake Erie Gateway Area. As the link between downtown Monroe and Lake Erie, the river and adjacent river edge lands represent an important public access and circulation opportunity. With the exception of Hellenberg Field, the river edge lands

are in private ownership and given to uses such as boat storage, utility sub-stations, storage tanks, dockage, and small industrial buildings. Clearly, the majority of these uses are not coastally dependent nor do they represent appropriate long term development of the riverfront given its importance to the community and the Gateway concept.

CONSOLIDATED PACKAGING CORPORATION SITE

A key parcel in determining the character of the Lake Erie Gateway Area is the land currently owned by Consolidated Packaging Corporation. The company ceased its operations at the plant in 1977 leaving approximately 110 acres of land and several industrial buildings. These facilities are presently for sale, however, no serious interest in acquisition has been expressed by the private sector. Acquisition by the City of Monroe is a continuing option, and this study includes an evaluation of the vacated buildings at the site and an assessment of the disposal or re-use opportunities for the nearly 30 acres of sludge lagoons.

ORCHARD EAST NEIGHBORHOOD

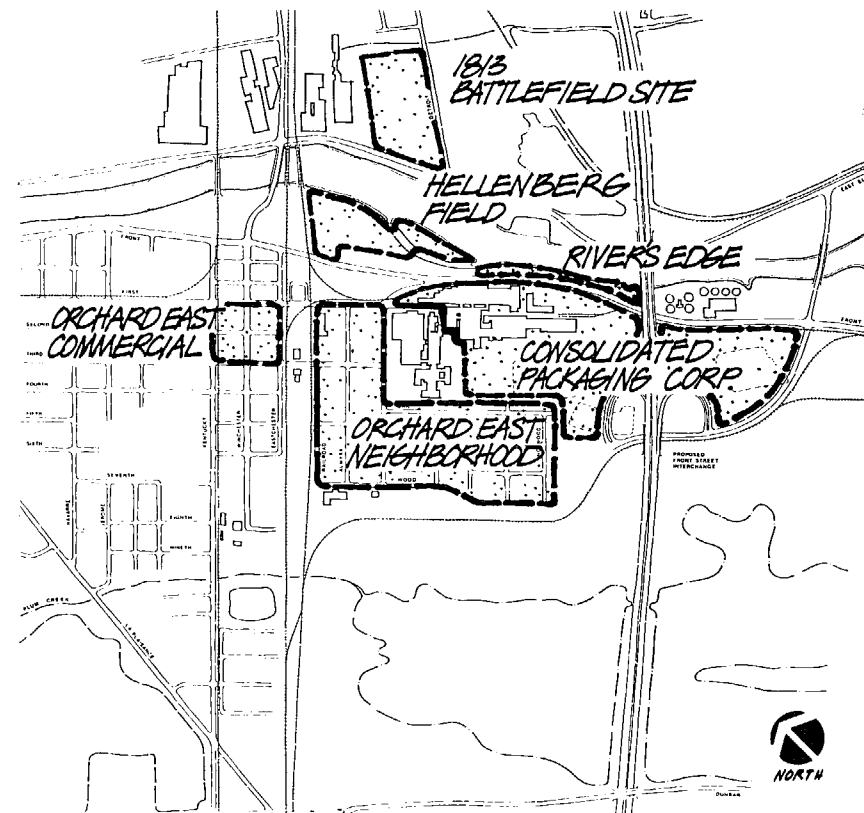
This neighborhood historically was Monroe's "melting pot", an area where early immigrants settled after arrival in the community by boat and train. The homes of the area were modest, and over the years the neighborhood has been subject to blight. In recent years, however, the city and neighborhood residents have undertaken revitalization projects that have begun to reverse the decline and signal a hope that the neighborhood may once again become a sought after area particularly as the residential hub of the Lake Erie Gateway Area.

ORCHARD EAST COMMERCIAL DISTRICT

The present declining condition of the Orchard East commercial area does not accurately reflect the role it once played in the history and early development of Monroe. As the commercial center for the early immigrant neighborhoods and as the transportation center for the entire community this area was once vital and active. Today, the area is characterized by a high percentage of vacant buildings and a general high turnover rate in store occupancy. The "strung-out" disposition of commercial uses and mixture of residential uses along Winchester Street deprives the area of a commercial center character. Its location on the "coastal loop" and adjacency to the Lake Erie Gateway Area, however, suggest the importance of future commercial revitalization efforts.

RIVER RAISIN BATTLE SITE

The battles and massacre on the River Raisin were some of the most significant military events in the entire War of 1812. Measured in casualties alone, they ranked among the most disastrous battles for the American Army in the war. Despite the importance of the site, little has been done until recently to pursue investigation and preservation of the area as a historic resource. The Monroe County Historical Commission and the Michigan History Division are currently preparing concepts for interpretive use of the site by the public. If battlefield reconstruction and interpretation were to take place, this area would obviously become a major public attraction within the Lake Erie Gateway Area.



GATEWAY COMPONENTS

18 | GATEWAY CONTEXT

SUMMARY OF EARLIER STUDIES

Other studies or projects, some of which are still ongoing, are important factors in determining the future of the Lake Erie Gateway. In some cases these studies have created opportunities for public and private development while in other cases the actions of other agencies may impose constraints to development that must be recognized for the Gateway area.

M-50 CORRIDOR STUDY

The Michigan Department of Transportation is currently conducting a study to define possible improvements to M-50 in the City of Monroe and in Monroe Township between Raisinville Road and I-75. Problems identified with the present alignment include deficiencies in capacity and safety, traffic flow interruptions due to many at-grade railroad crossings, excessive right angle turns on the route as it passes through the city, traffic congestion in the downtown area and a lack of continuity stemming from the variety of different city streets that comprise the route as it passes through the city. The corridor study is intended to develop recommendations for improving M-50 to provide for a safe and efficient flow of existing and projected future traffic volume. Alternatives being considered range from "no action" to a complete rerouting of M-50 as a bypass around the central part of Monroe. From the standpoint of the Gateway area, the proposed improvements should be sensitive to the local needs of Gateway area residents and businesses as well as be compatible with the Gateway's larger role as a community entrance for outside visitors and as an entrance to the coastal area for local recreational activities.



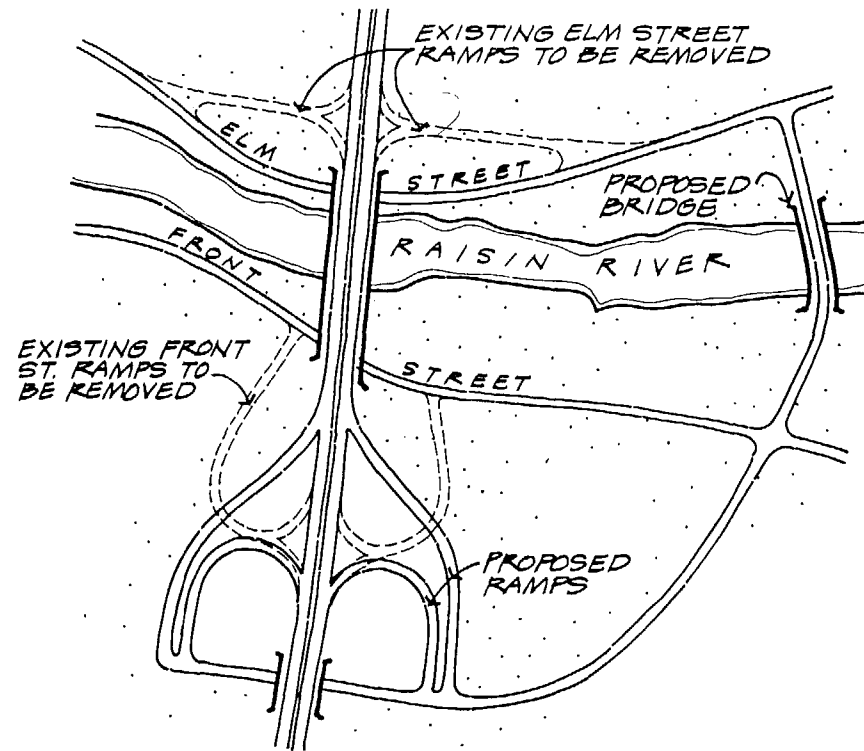
CORPS OF ENGINEERS RECONNAISSANCE STUDY

The U.S. Army Corps of Engineers is currently conducting a study of flood hazards along the River Raisin. In particular, the study will assess the costs and benefits of relocation of various residences and other uses within the River's 100 year and 500 year flood zone. Residences and businesses in the Hellenberg Field area, vulnerable to substantial flood damage, are being evaluated with respect to potential costs of relocation versus the benefits of uses (such as recreation) more suited to location in a flood zone.

I-75 INTERCHANGE IMPROVEMENTS

The Michigan Department of Transportation has completed feasibility and engineering studies for improvements to the I-75 interchange at Front and Elm Streets. The Department is proceeding with detailed design and right-of-way plans. Construction is currently scheduled to begin in the spring of 1982.

The new interchange layout will correct several traffic flow and safety problems and will create some development opportunities for the Gateway area. These opportunities include potential for a new entrance road to serve the Orchard East area and potential for additional developable land with frontage on Front Street in the area where the existing freeway ramps are located. One limitation in the design as proposed is that the new bridge connecting the interchange to Elm Street will have a lower clearance (by about 5 feet) than the I-75 bridge over the River Raisin. This will affect accessibility by sail boats to the Hellenberg Field area. Marina development oriented to power boating would remain feasible.



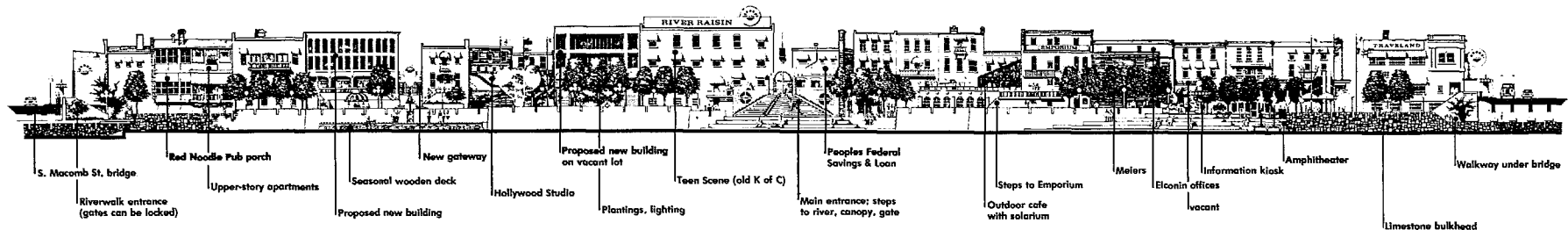
I-75 INTERCHANGE IMPROVEMENTS

20 | GATEWAY CONTEXT

RIVER RAISIN ESPLANADE

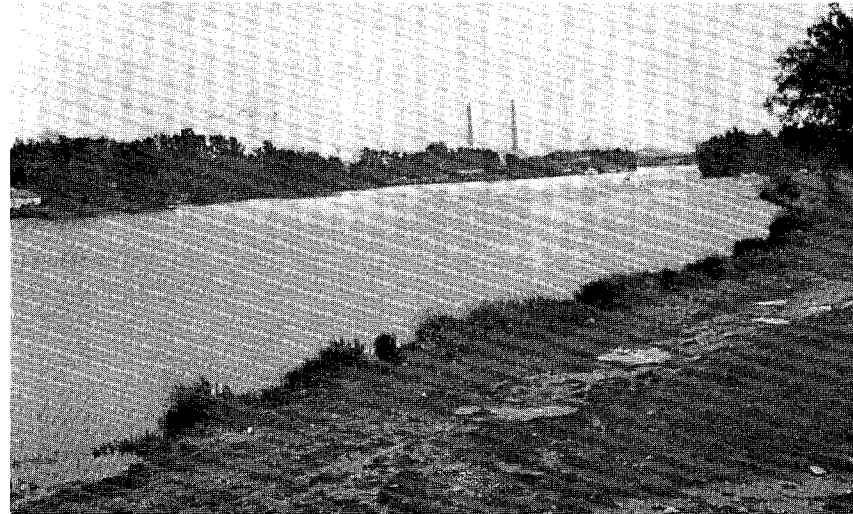
The City Department of Community Development in coordination with the Downtown Development Authority is completing work on a study of the downtown Monroe riverfront area. The focus of the study has been to define commercial redevelopment opportunities in the downtown area through improving access to the urban riverfront and through development of selected amenities to make the downtown area more physically attractive as well as economically viable. An additional key element in the project has been development of plans for the downtown portion of a riverfront pedestrian walkway that would eventually link the riverfront parks at the city's western edge with the Lake Erie shoreline at Sterling State Park as well as at proposed local recreational developments in the Plum Creek Bay Area.

The Riverfront Study is important to the Gateway area, because it reinforces the role of the downtown as a major commercial center or destination. It also points to the importance of full development of the Gateway area as a community entrance to the downtown and the lakeshore.



MONROE LAND USE AND RECREATION SYSTEMS PLAN

The City of Monroe Land Use Plan and the Recreation Systems Plan provide the general framework within which future public and private development in the city is carried out. Many of the projects under study here can be traced to the Land Use or Recreation Systems Plan. In particular these earlier efforts stressed the importance of improving utilization of the riverfront and the importance of public improvements to the Orchard East neighborhood and business district. The concept of a bicycle trail system passing through the Gateway area to link the city with the lakeshore was also outlined in the recreation system plan. Further recommendations relevant to the Gateway area included preservation of the site commemorating the 1813 Battlefield, development of Sterling Island for recreational use and continuation of present industrial designations on lands in the Gateway area.



22 | GATEWAY CONTEXT

MONROE COASTAL ZONE MANAGEMENT PLAN

The 1979 Monroe Coastal Zone Management Plan defined a strategy for improving Monroe's utilization of Lake Erie recreational opportunities. Many projects were set forth to implement the recommended strategy. Those which bare particular relevance to the Gateway area are identified below.

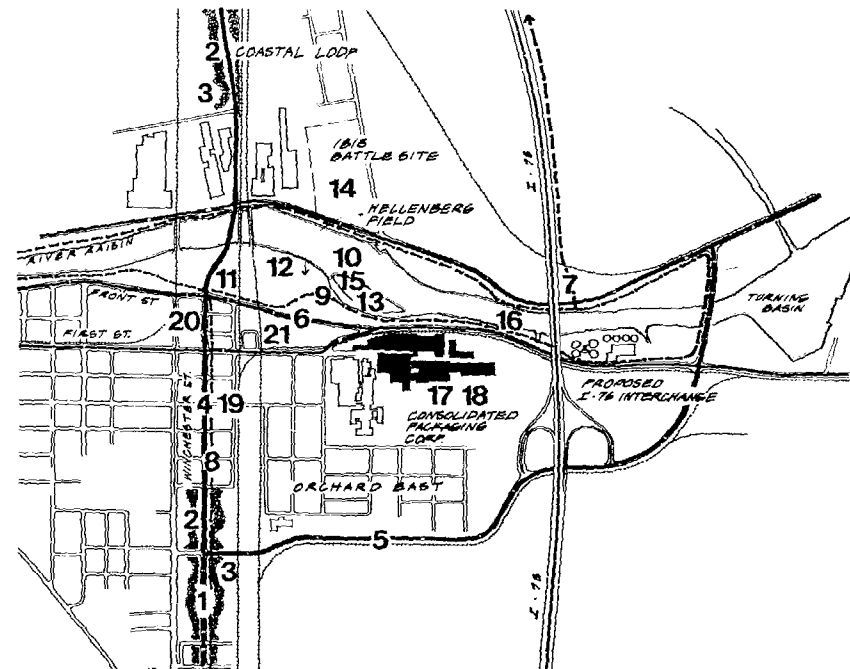
Public Projects

- 1| Extend Winchester Street from its southernmost terminus to connect to La Plaisance Road to complete the interior coastal loop between the La Plaisance Road interchange. The project consists of approximately 3200 lineal feet of road construction, acquisition of property and relocation of residents.
- 2| Institute a program of planting along the coastal loop to beautify the zone and establish a consistent identity.
- 3| Establish a graphics system consisting of appropriate signage and markers to identify the coastal loop and community and coastal activities.
- 4| Develop a special streetscape treatment along Winchester Street in the Orchard East Commercial Center to improve the image of the area, encourage increased public visitation, and attract new commercial establishments.
- 5| Construct a new community entrance from the interchange to the coastal loop south of the Orchard East residential area, providing direct access to a major industrial site and a new entrance orientation for the residential neighborhood. The project consists of approximately 4300 lineal feet of road construction and a railroad grade separation structure.
- 6| Vacate and remove approximately 2000 lineal feet of Front Street east of Winchester to expand riverfront land area.
- 7| Extend the proposed riverfront pedestrian/bicycle system to provide community access to Sterling State Park.
- 8| Extend the proposed riverfront pedestrian/bicycle system south along the Winchester Street portion of the coastal loop and east along the south shore of Plum Creek Bay to provide access to activities along the bay and the proposed barrier island. The project consists of approximately 7 miles of system construction.
- 9| Extend the proposed riverfront pedestrian/bicycle system eastward from Winchester along the south side of the River Raisin to establish a positive link between the Central Business District and the Monroe/Lake Erie Gateway area.
- 10| Establish a directional and information system between Hellenberg Field and Lake Erie for boaters on the River Raisin.
- 11| Develop a visitor's center to distribute information on community and coastal attractions and activities.
- 12| Improve the Hellenberg Field recreation facilities and develop a special events and festival site.

- 13** | Develop a full-service public marina facility with seasonal and visitor slips.
- 14** | Preserve and improve the historic 1813 Battle site.
- 15** | Develop Sterling Island for picnic and passive recreational use.
- 16** | Establish a partial restoration of the historic "city docks" as a base for character or tour boats and encourage tandem private commercial/entertainment development.

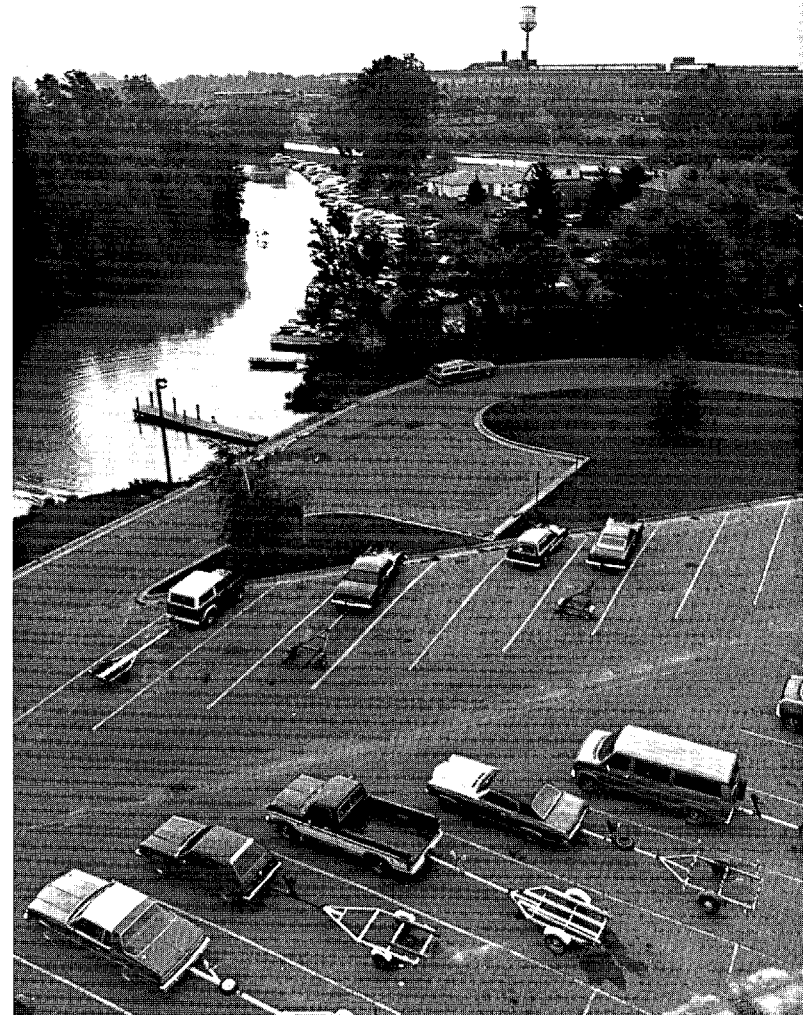
Private Projects

- 17** | Investigate existing industrial structures and property for adaptive rehabilitation for residential, commercial/entertainment, office and research uses.
- 18** | Develop a marine sales and service facility in tandem with the public marina.
- 19** | Rehabilitate existing structures and expand special commercial and entertainment activities in the Orchard East commercial district.
- 20** | Develop a motel/hotel facility with major emphasis on regional meeting and convention facilities.
- 21** | Develop special high-rise market rate housing adjacent to the marina and river park system.



PROJECT LOCATION

HELLENBERG FIELD



26 HELLENBERG FIELD

The following inventory and analysis of Hellenberg Field and Sterling Island identifies major opportunities and limitations for ultimate development of the site for regional recreation purposes and includes an evaluation of both natural and man made elements as well as important visual and aesthetic elements.

NATURAL ELEMENTS

- Topography and Soils: The majority of the site is open and is used for ball fields and parking. The entire area is composed of poorly drained marshy soils with some scattered fill areas. Slopes range from zero to two percent, generally draining to the river. Site elevations range from approximately 570 to 580 feet above sea level. The River Raisin low water datum is 570 feet. The site is subject to frequent flooding due to wind tides and occasional ice jams on the river. A portion of Sterling Island is the only site area not subject to frequent flooding.
- Vegetation: There are scattered trees on Hellenberg Field with a stand of mature trees along the south edge of the ball field area. Sterling Island is covered with a fairly dense stand of small trees and shrubs, with a somewhat overgrown character. No unique plant materials are found on the site.
- Shoreline Character: The shoreline condition varies throughout the site with broken concrete fill along portions of the Hellenberg Field river and channel edges. An informal boat launch on the river and a concrete ramp on the channel form small portions of the shoreline. The shoreline is terminated abruptly at the western edge

of the site where the concrete abutment of the railroad trestle extends into the water.

The shoreline east of the site includes a series of houses and businesses, some of which have docks projecting into the channel. The Sterling Island shoreline is a natural water-cut bank, very steep, and 3-5 feet in height above the water level. The tree and shrub cover extends to the top of the bank around most of the island. A somewhat more open condition occurs at the eastern end of the island.

- Climate Factors: The majority of Hellenberg Field is open and exposed to the most intense duration of overhead sun and allows use of the park from early spring to late fall when flooding conditions do not limit access and use. While warm sunshine and large open areas are desirable for present uses such as ball fields and boat launches, the heat of direct sun may be a disadvantage for other uses and protective considerations should be included in plan development considerations.

Normal winds are a minor factor to consider in designing a plan for reuse of this site. Prevailing summer breezes are from the southwest and should be allowed to flow through the site. Winter winds from the northwest are somewhat screened by the railroad embankment on the western edge of the site. Screening of other selected areas may be considered to deflect winds from winter activity areas or to encourage snow dumping in specific areas.

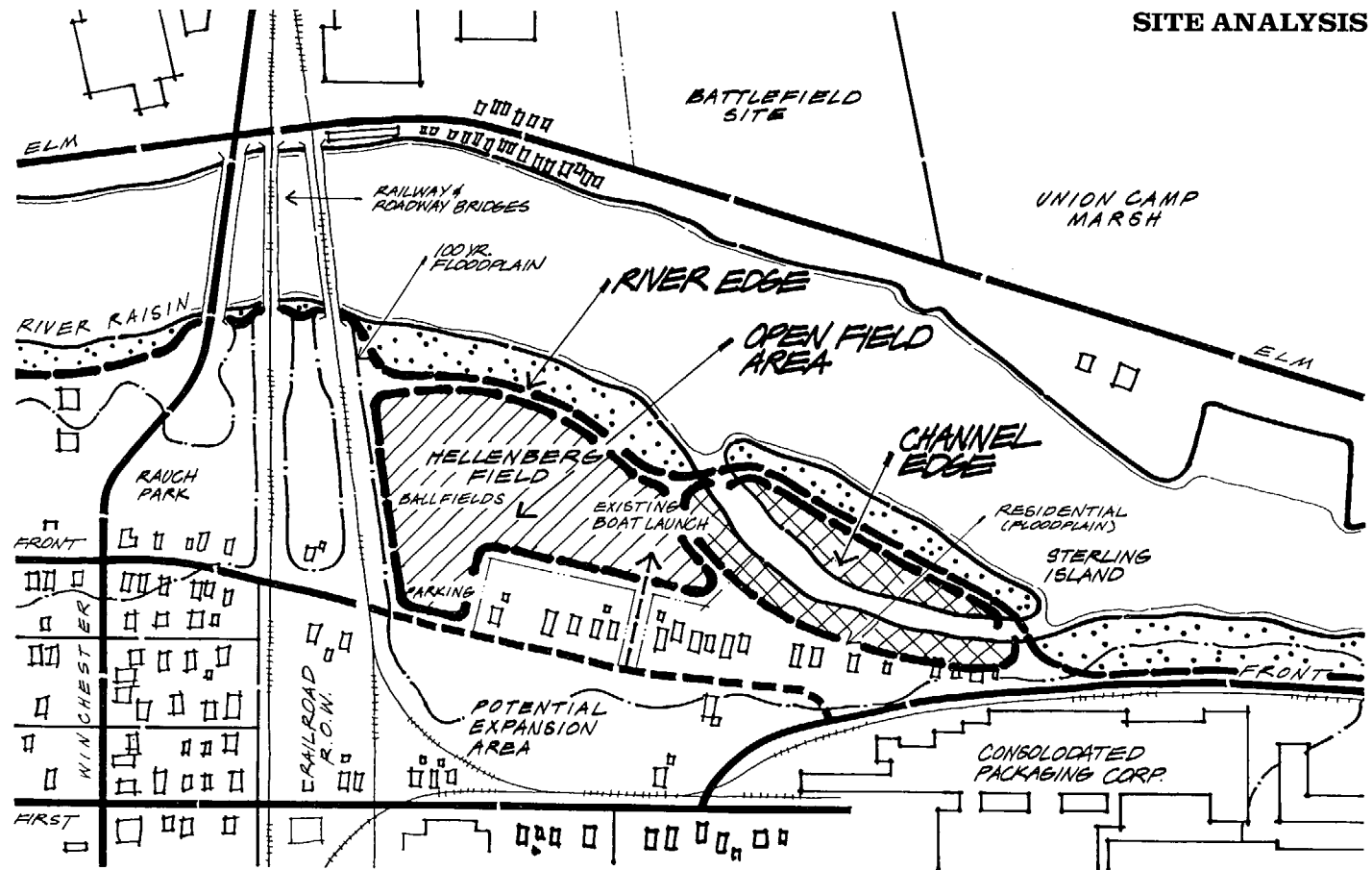
Occasional strong winds from the east, however, are a major factor in site development in that they can substantially raise water levels due to a wind tide effect on Lake Erie. Any new development susceptible to damage by flooding should be protected with appropriate measures such as dikes or berms or should be constructed above the elevation of anticipated flood levels.



- **Flood Hazards:** The HUD Flood Insurance Study of 1975 shows the approximate 100 year flood limits in the Hellenberg Field area as illustrated on the site analysis graphic on the following page. All of Hellenberg Field and about half of the area between First and Front Streets are within these limits. The only portion of the Hellenberg Field area itself above the 100 year flood limits is on Sterling Island. Flooding conditions due to heavy spring runoff and wind tides constitute the primary motivation for considering riverfront/flood plain redevelopment and suggest the possibility of housing relocation and site redevelopment. A U.S. Army Corps of Engineers Reconnaissance Study is currently underway to determine the possibility of their involvement in any relocation and redevelopment efforts.

MAN MADE ELEMENTS

- **Existing Features:** The major components of the Hellenberg Field area are as follows:
 1. One formal softball field with fence backstops and fence perimeter and lighting.
 2. One informal softball field with fence backstop.
 3. Paved entry drive and car and trailer parking area (42 spaces), with lighting and storm sewer.
 4. One formal concrete boat launch.
 5. One informal boat launch.
 6. Small rest room facility.



There are also approximately thirteen residences on the river side of Front Street at Hellenberg Field, all of which are within the 100 year flood limits. An additional six homes and a paved and fenced parking area are located between First and Front Streets.

- **Utilities:** Most of the utilities in the Hellenberg Field area are concentrated in the Front Street right-of-way including watermain, sanitary sewer, gas, and electric lines. The major utility affecting development of the site is a 36" sanitary sewer interceptor line that parallels the river edge and leads to the treatment plant east of I-75. This line is very shallow with the top of pipe at 570-573 feet above sea level and would have to be relocated for most proposed shoreline changes.
- **Vehicular Circulation Systems:** Paved vehicular circulation in the Hellenberg Field area is limited to Front Street, where a paved entry drive between houses leads to the boat launch and parking area. A gravel parking area for about 50 cars is located at the edge of the road adjacent the railroad tracks and the informal ball field. No other official site access is provided, although there is a dirt track where vehicles commonly skirt the fence at the railroad embankment and drive to the river edge.

Access to Front Street itself is difficult at each end of the site. Crossings at the railroads on the west are blind approaches over steep embankments. The Front Street and First Street intersections are also a hazardous angular configuration that inhibits park visibility and access from First Street.

VISUAL AND AESTHETIC ELEMENTS

- **Views:** Significant views include both views from and views of the Hellenberg Field area. Dominant views from the park are along the river edge. None of these views provide a sense of the entire area or visually link Hellenberg Field to Sterling Island or to upstream or downstream areas.

Views from other areas vary depending on location. Generally views and awareness of the river from the site can be expressed in terms of two river perception zones.

1. **Visibility of entire river** - within this zone there is direct continuous visibility of the river. This area includes the open ball fields and the river side portion of Sterling Island and provides a sense of river edge continuity on both sides of the river.
2. **Channel Orientation** - within this zone the focus of activities and views is on the channel with short views to the river screened by Sterling Island. Views west are terminated by the railroad embankments while views south and southwest are blocked by structures including the Consolidated Packaging Corporation facilities.

SUMMARY ANALYSIS AND DESIGN DETERMINANTS

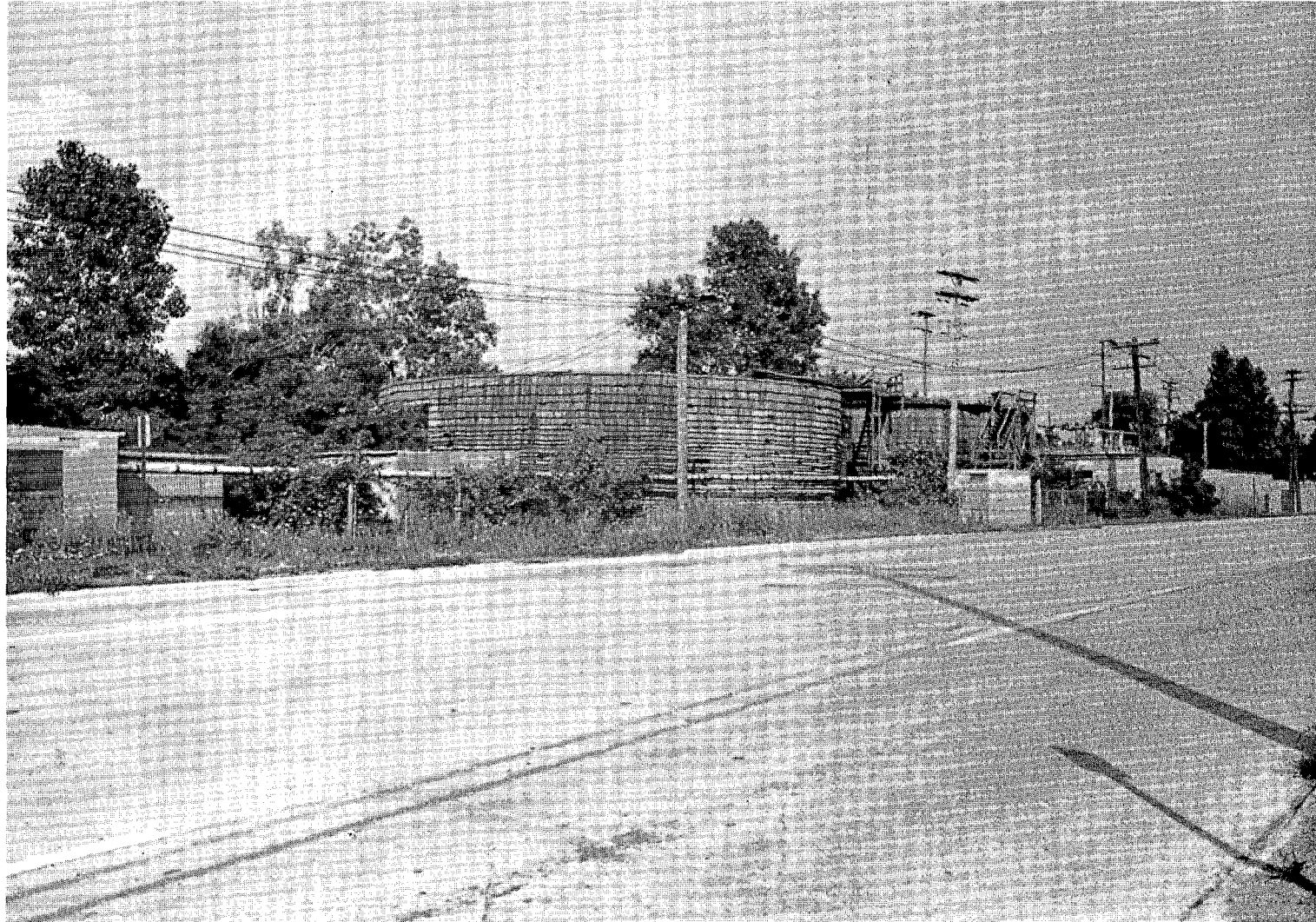
The following summary and statement of design determinants represents a specific evaluation of the potential of the area to be redeveloped as a regionally oriented water based recreation area and land based festival site.

30 | HELLENBERG FIELD

The Hellenberg Field area can be thought of as essentially three different parcels or land use areas each having special opportunities for or restraints on development. These are the river edge area, the channel edge area, and the open field area.

- The River Edge: This is the area with the strongest relationship to the major site amenity, the river. The river forms the entire north edge of the site and extends from the headwaters far to the west of the site down to the rivermouth at Lake Erie to the east of the site. The river edge in the Hellenberg Field area then is a small space along a much larger linear system of the river environment. Full use should be made of any opportunities to extend or reinforce the larger river related systems. Visual linkages with landscaping or river edge treatment, physical connections to Sterling Island, a passage under the railroads and hiking and bike trails should be considered to unify and expand the river edge portion of the site.
- The Channel Edge: Formed by the channel which separates Hellenberg Field and Sterling Island, this area presents a unique opportunity for a sheltered river access point that need not interrupt the continuity of the river edge. The small existing boat launch and parking areas could be expanded, or could be redesigned and enlarged to provide dockage and other marina type support services on one or both sides of the channel. River flow into and out of the channel must be maintained to maintain water quality in the channel area.
- The Open Field Area: The existing neighborhood ball-fields should be relocated to an inland site to free the area for water related or enhanced activities. Use of the area for a festival site, however, would be difficult unless significant site expansion could be accomplished. It may be possible to relocate some or all of the residences and businesses from adjacent flood prone properties. Improvement of Front Street connections, or elimination of Front Street from the railroad tracks to First Street should be considered to reduce access problems and allow potential expansion of the site south to First Street. All other linkages, physical or visual, should also be fully utilized to expand the physical and visual continuity of the site area.

RIVER EDGE



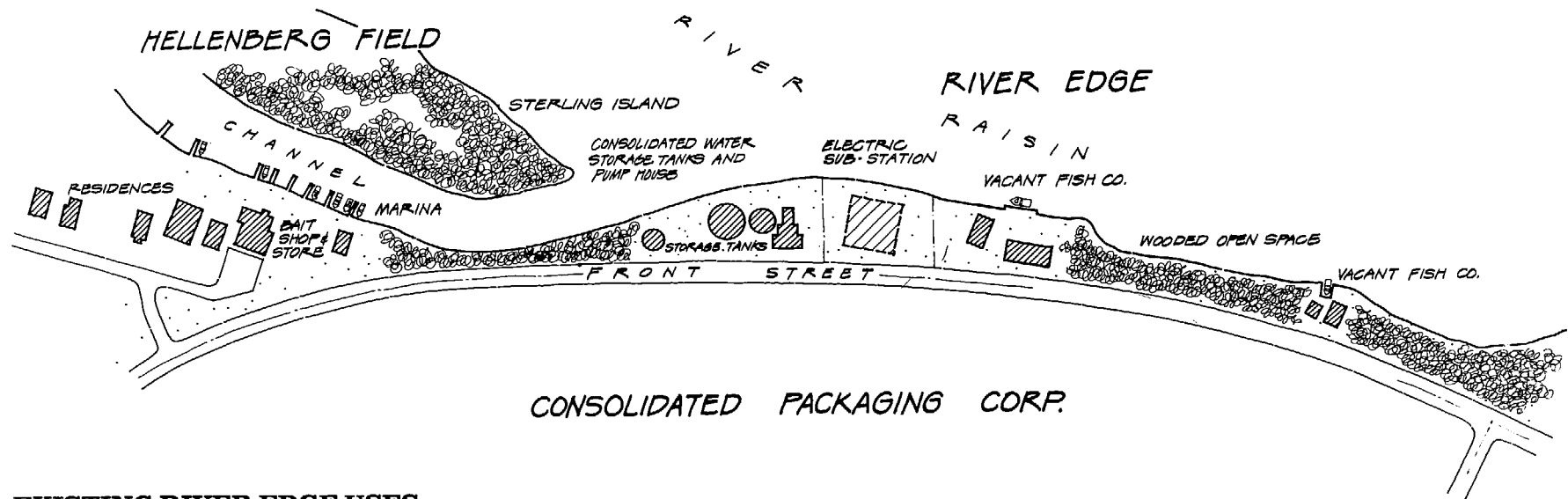
32 RIVER EDGE

The riverfront lands located along Front Street between Hellenberg Field and Interstate 75 are an extremely important element in the overall Lake Erie Gateway setting. Visually the area is exposed to traffic entering the community on Front Street and, as such, establishes an image and initial impression of Monroe. Locationally the area is a portion of the riverfront link between downtown and the coastal area and the establishment of public access is important to achieving implementation of a riverfront circulation and recreation system.

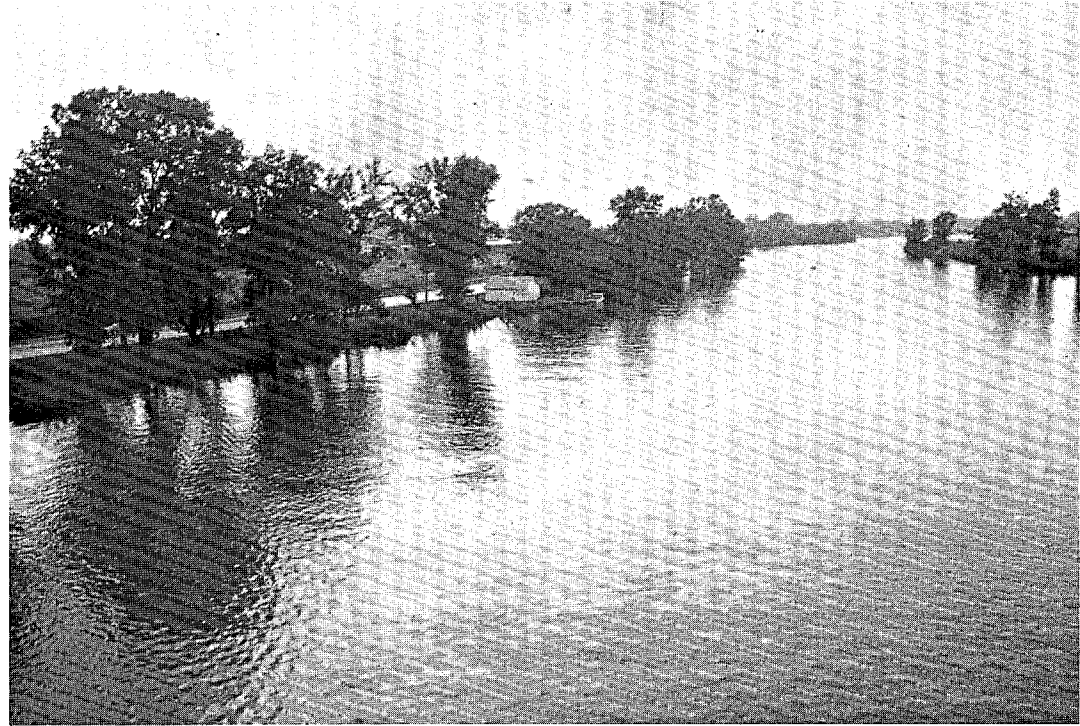
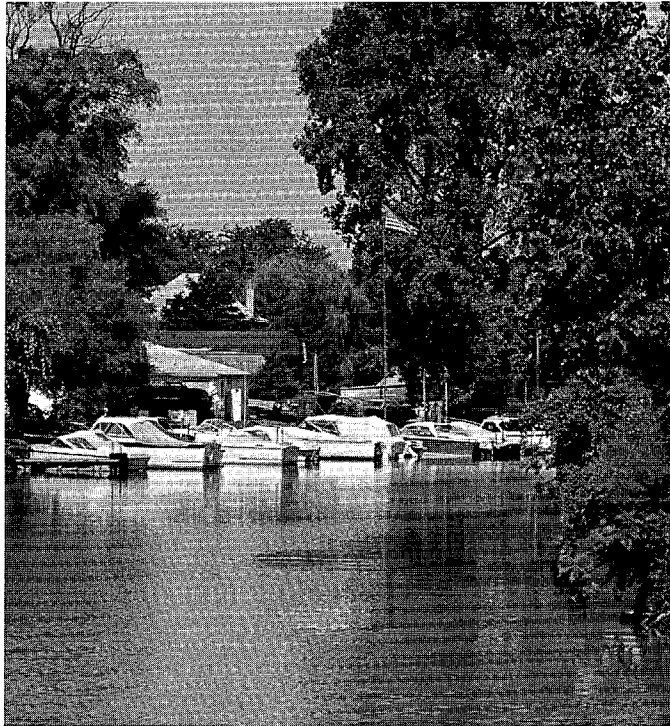
The existing image of the area is one of vacant and decaying structures. The remains include those of three former commercial fishing companies reflecting the once active nature of the riverfront. The other major use is an open electric sub-station.

Structures on the channel across from Sterling Island include several residences, an industrial storage building and an extremely active bait shop and small grocery store. Private marina dockage occupies the majority of the mainland shoreline in the channel area.

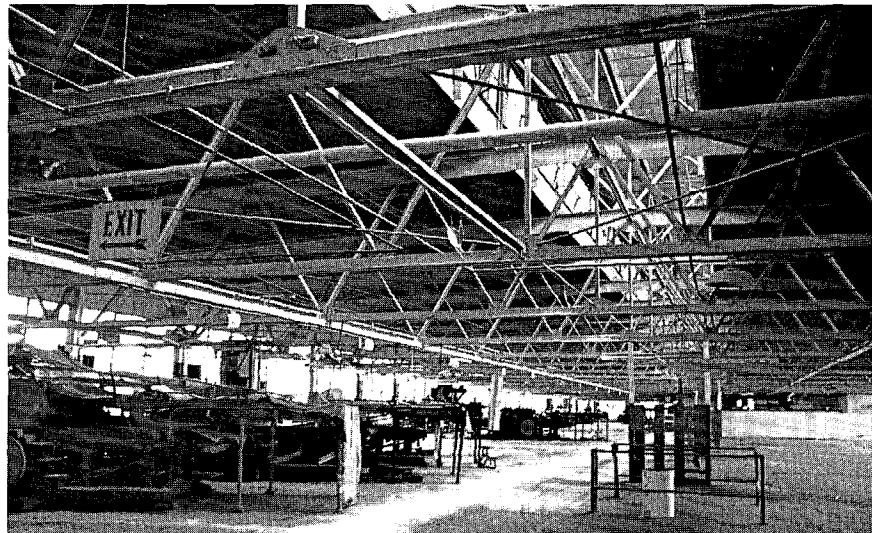
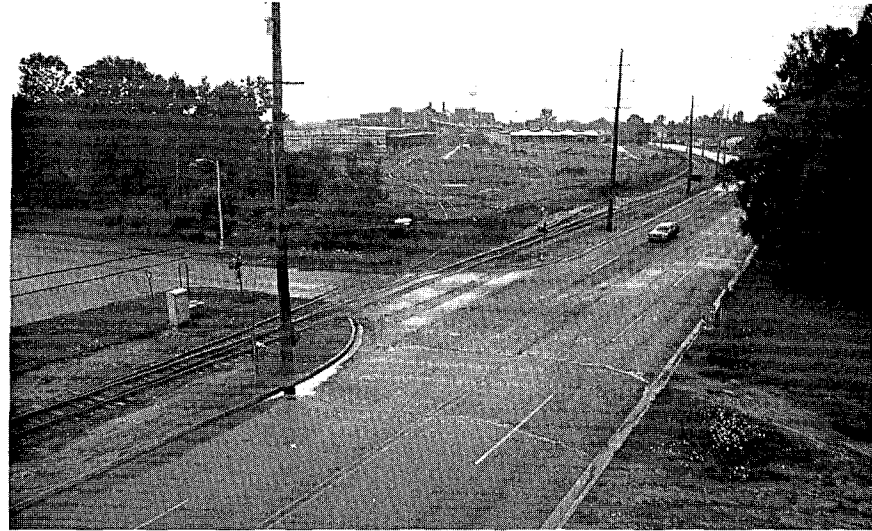
Where structures are not present, the river edge corridor is comprised of wooded open space. The pleasant views to the river in these areas from Front Street offer an indication of the important amenity that could be created if the structures were removed and the area given to public park uses such as pedestrian/bicycle trails, picnicking and fishing.



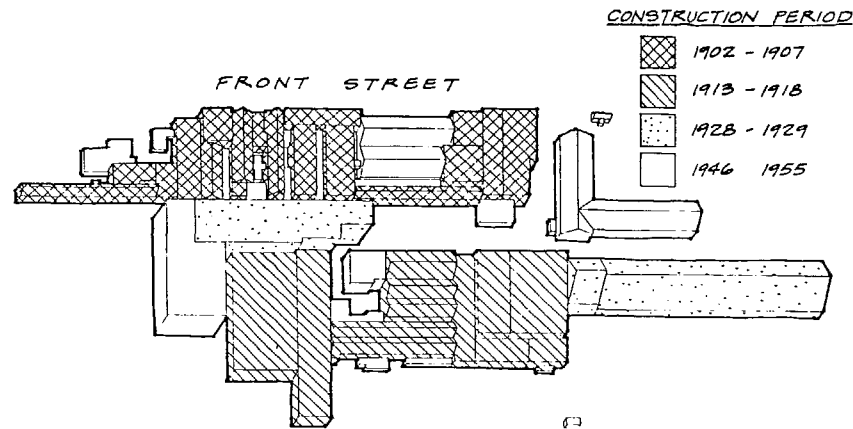
EXISTING RIVER EDGE USES



CONSOLIDATED PACKAGING PROPERTIES



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CONSTRUCTION HISTORY

DEVELOPMENT PERIOD	NUMBER OF BUILDINGS	TOTAL AREA (sq. ft.)	ARCHITECTURAL DESCRIPTION
1902-1907	17	202,600	Small one and two story masonry, load bearing structures with flat or gable roofs, timber post and beam framing, and small window openings.
1913-1918	13	270,400	Medium one story flat or monitor roofed structures with other features similar to 1902-1907 buildings.
1928-1929	2	277,700	One large four story steel frame and masonry structure with a flat roof, concrete floors and large window openings.
			One large one story structure with steel frame and roof trusses, monitor roof, steel corrugated siding and concrete floors.
1946-1955	3 major buildings; 21+ minor additions	282,000	One large four story and two medium shed structures similar to 1928-1929 buildings. Numerous small one story concrete block structures with flat roofs.

STRUCTURES

Description

The Consolidated Packaging Corporation complex consists of thirty-five major buildings and over twenty-one minor additions with a total floor area of 1,032,700 sq. ft. The earliest buildings were constructed in 1902, and over the succeeding 53 years, the remaining buildings were developed in four distinct periods. The following chart summarizes the development history of the complex and its architectural characteristics.

Condition

The overall condition of the complex and its component buildings is generally related to age. The older buildings are in a greater state of disrepair and have suffered more from alterations through the years. The following are descriptions of typical conditions noted for major components of buildings in the complex.

Roofs: The roofing materials on all buildings have deteriorated from lack of general maintenance since the vacating of the complex and has resulted in leakage of various locations. On the older buildings built between 1902 and 1918, the wood roof sheathing has deteriorated from this leakage. Later buildings have not been adversely affected by the water infiltration. Wood roof rafters, purlins and other structural support members in the older buildings are generally in good condition. Isolated areas with some deteriorated members may exist, but no failure of roof support systems was noted. In new buildings, steel roof trusses are in good condition with no deterioration problems evident.

Walls: As with any older masonry building, there are randomly scattered areas of deteriorated blocks and mortar on the walls of those buildings built prior to 1928. No severe problems or im-

pending failure of any masonry walls was noted. Additional prolonged absence of maintenance would, however, result in additional deterioration, especially at the tops of masonry walls from roof leakage.

On the older buildings, past alterations to window and door openings have often been executed with mismatching materials. This, coupled with the general unkept appearance of the buildings, gives a worse impression of the condition than actually exists. Most often, these areas are sound, although not aesthetically pleasing in appearance.

Later shed additions have corrugated metal siding on the walls. The condition of this siding is generally poor. The structural steel framing on these sheds, as noted below, is in good condition.

Foundations: Exterior surfaces of masonry or concrete foundation walls are generally in need of repair, but major settlement cracks or areas of deterioration are not evident.

Structural Systems: Buildings constructed prior to 1928 have masonry load bearing exterior walls with heavy timber interior columns and beams. No widespread problems were noted in these buildings. Isolated incidences, however, of mechanical damage to individual members or structural deterioration from water leakage is to be anticipated in a complex of this size and age. The floor systems of the older buildings with multiple stories is wood joists with wood plank flooring. There is widespread deterioration of the wood flooring from the roof leakage.

Major buildings in the complex constructed after 1928 have steel frame structural systems. Floor systems are typically poured con-

crete slabs. The condition of these structural systems is generally excellent.

The numerous minor buildings and additions constructed after 1928 typically have masonry or concrete block walls and steel truss roof framing. Their condition varies greatly, but generally is poorer than major buildings in the complex due to the use of lower quality materials and construction methods.

Windows and Doors: On the older buildings, a majority of the wood window sash and door units have deteriorated beyond repair and would require replacement. In the newer buildings, the steel casement windows have also suffered from the lack of glazing repair and painting. Their condition, however, is generally better than the wood window units. The prolonged absence of maintenance, however, could result in their deteriorating beyond the point of cost effective repair.

Interior Finishes: Interior wood, steel, and masonry surfaces are typically painted. As would be expected, use and the absence of maintenance has resulted in deteriorated finishes on most surfaces.

Mechanical and Electrical Systems: Existing systems are either nonexistent or in poor or questionable condition. This state of the systems, however, does not necessarily affect the reuse potential or economic feasibility of whole or part of the complex since total replacement of these systems is often dictated by new reuse requirements.

Original mechanical systems consisting of forced air, steam or unit heaters used to heat various parts of the complex have generally been dismantled since its vacation. Existing plumbing

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service is found at random locations throughout the complex. The condition of finish plumbing is poor. As with the mechanical system, parts of the electrical service and lighting systems in the complex have been dismantled since its vacation. Reuse requirements would likely dictate new service and system requirements different from those previously used in the complex. Remaining portions of the existing electrical system would have to be evaluated with respect to specific reuse program requirements.

Code Evaluation

The sufficiency of the buildings with respect to building and life safety codes is related to the classification of the potential reuse being considered and to future project requirements. There are, however, some obvious deficiencies in the complex that would need attention for most potential reuses.

Egress: Sufficient egress means in the multi-storied buildings are generally nonexistent. Most use classifications require at least two fire-rated stairways from the upper levels of multi-storied buildings.

Barrier Free: All buildings must provide access for handicapped. The installation of an elevator is necessary in multi-story buildings. The largest two buildings in the complex, containing nearly 40% of the total floor area of the complex, are four stories in height. The number of required elevators and their placement is dependent upon the reuse program and the physical characteristics of the individual multi-story buildings.

Construction: Codes often require horizontal and vertical fire separation between different use classifications when combined in

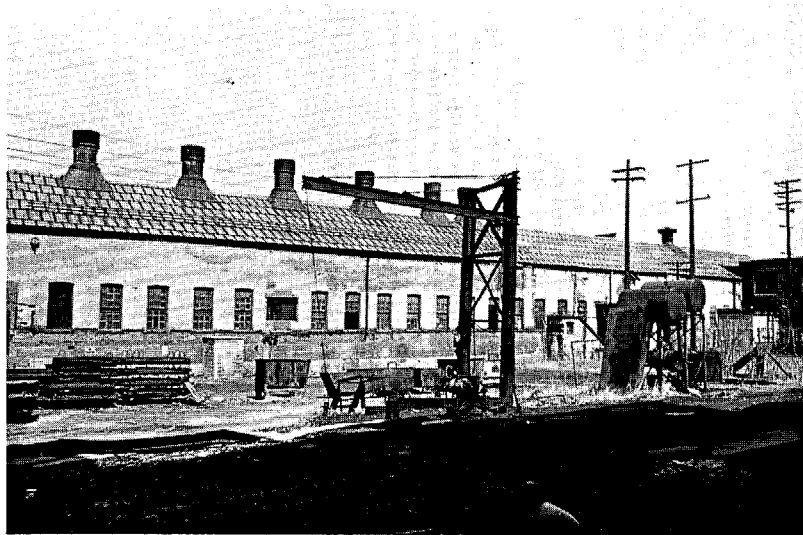
a single structure. Since the buildings in the complex are interconnected, multiple uses in the complex may require separation. There are options to achieving this end, including selective demolition to achieve physical separation, additional construction to enhance the characteristics of existing floors or wall systems, or the installation of fire suppression systems.

Sanitary: Requirements for toilet facilities depend on use classification and building occupancy. Since reusable facilities do not exist, all new facilities will be required.

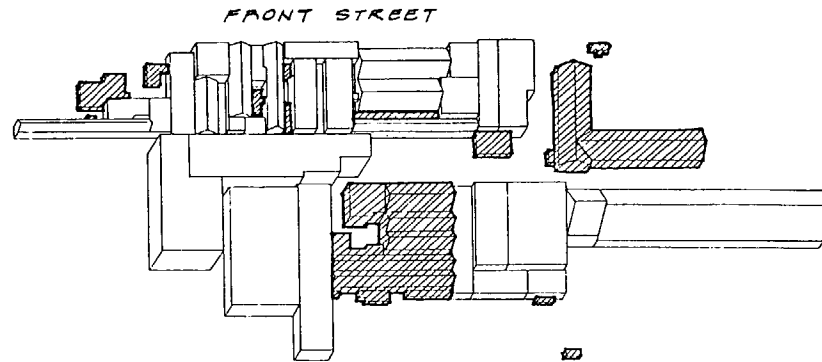
Summary of Existing Conditions

Buildings in the complex offer an abundance of space with relatively few interior partitions, reusable services or decorative elements. The character of the buildings is found in the shells that enclose the space and in the grouping of the buildings into a complex. Their character is representative of the industrial architecture of the four periods in history when the complex was constructed.

Age and the absence of maintenance are resulting in the deterioration of some components of the buildings in the complex. At this time, however, no serious problems were noted in the basic structural components of the buildings. Prolonged absence of maintenance, however, will eventually cause enough deterioration to jeopardize the cost effectiveness of reusing the older buildings in the complex. The lack of maintenance to the buildings and grounds give an aesthetically displeasing appearance to the complex, but presently deterioration of most of the buildings has not advanced to a state where demolition is necessary.



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BASIC DEMOLITION

TOTAL DEMOLITION

NUMBER OF BUILDINGS	TOTAL AREA (sq.ft.)	ESTIMATED VOLUME (cu.ft.)	ESTIMATED COST *
66	1,032,700	18,000,000	\$2,700,000

BASIC DEMOLITION

NUMBER OF BUILDINGS	TOTAL AREA (sq.ft.)	ESTIMATED VOLUME (cu.ft.)	ESTIMATED COST *
29	119,200	2,000,000	\$600,000

*Does not include credit for salvage value of building structure or contents including equipment. Additionally, estimate does not include hauling or disposal costs.

Reuse Potential

The reuse potential of the complex is dependent on the successful development of the riverfront and the Lake Erie Gateway Area. Staging or phasing of the redevelopment effort of the complex would necessarily have to tie into that of the area. To this end, the complex could be subdivided into groups of buildings to allow maximum flexibility in phasing and in achieving a variety of potential uses.

Dividing up the complex can be in part achieved by the selective demolition of undesirable parts of the complex. Buildings with no important architectural character and buildings least conducive for reuse are the least desirable and could be removed through selective demolition.

The buildings that housed the boiler and paper rollers appear to be least conducive for reuse due to their special construction. Identification of other buildings for demolition cannot be objectively accomplished until specific reuses and their program requirements are generated. The adjacent chart compares the basic demolition option described above with that of total demolition.

Building Groups

The reuse potential of individual buildings in the complex is related to architectural character, building condition and location in the complex. After basic demolition, the complex can be subdivided into three groups of buildings with similar characteristics.

Group A: consists of the older smaller one-story buildings that parallel the river's edge. All but one of the major buildings in the group was built between 1902 and 1907. The architectural character of Group A is high, although there are numerous small additions of later years that have no important architectural character. The condition of the buildings is generally poorer than other buildings in the complex. Group A can be subdivided into three subgroups for investigating reuse potential.

Group A	18 buildings	228,600 sq. ft.
Subgroup A1	12 buildings	121,100 sq. ft.
Subgroup A2	5 buildings	81,500 sq. ft.
Subgroup A3	1 building	26,000 sq. ft.

Group B: consists of older two-story buildings separate from but parallel to those in Group A. All but one of the major buildings was built between 1913 and 1918. The architectural character is fairly evenly distributed between low, moderate and high. As with Group A, there are a number of small later additions with no important architectural character. Group B can be subdivided into three subgroups for investigating reuse potential.

Group B	7 buildings	287,500 sq. ft.
Subgroup B1	2 buildings	120,400 sq. ft.
Subgroup B2	4 buildings	96,400 sq. ft.
Subgroup B3	1 building	70,700 sq. ft.

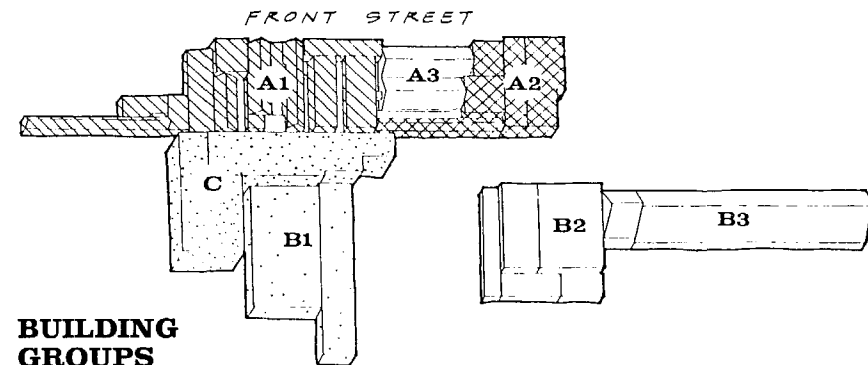
Group C: consists of the two largest, tallest and newest buildings in the complex. The architectural character of the buildings is low, but their condition is better than other buildings in the complex. The total floor area of the two buildings is 390,000 sq. ft.

Reuse Options

The following chart illustrates the suitability of adapting the seven subgroups for uses that relate to the development plan for the Lake Erie Gateway Area. The criteria for judging suitability includes the following factors: building area, building geometry, building condition, architectural character, location in complex and location on site.

USES	A1	A2	A3	B1	B2	B3	C
Special Events/Fairs	—	—	—	○	○	●	—
Indoor Recreation	—	○	●	—	○	●	—
Entertainment	●	●	○	—	—	—	—
Special Commercial/Restaurants	●	●	○	●	○	—	—
Marina Sales/Service	—	—	○	●	●	●	—
Office	○	○	—	○	—	—	○
Research/Light Industry	—	—	—	●	—	—	●
Institution/Education	—	—	—	○	—	—	●
Housing	—	—	—	—	—	—	○

● Highly Suitable ○ Moderately Suitable — Unsuitable



BUILDING GROUPS

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Cost Implication

Without a specific reuse program, it is difficult to project costs for adapting an existing building for a new use. At this initial stage, only the relative costs of adapting a building for various uses can be compared. The redevelopment options discussed earlier can be grouped according to their relative costs, based on similar projects.

High (\$50 and up/sq. ft.)

Special Commercial/Restaurants
Institution/Education
Indoor Recreation

Moderate (\$40-\$60/sq. ft.)

Housing
Office
Entertainment

Low (\$30-\$50/sq. ft.)

Special Events/Fairs
Research/Light Industry
Marina Sales/Service

An important point to bear in mind is that the costs for adapting a building for a new use are often the same as that for new construction. A net gain, however, can be achieved on a project by developing the potential assets of a building to achieve a final product that has greater amenity. More space in height or volume, more floor area, more architectural character or a time savings in construction can, in fact, produce more marketability for the project.

If a marketing analysis is supportive of the reuse potential of the complex, it is important that the prospectus present its potential in a precise and informative manner. It is, however, equally important for a prospectus to stimulate the imagination as well. The image of what the complex and the riverfront could be must supplant the impression of what it appears to be. Appearance can be deceiving, especially when dealing with older buildings. To give an example, in spite of being labeled "a big, blocky, smelling, empty leather tannery", a large industrial complex in Massachusetts now houses 284 apartment units. What was, in the minds of some, a liability, was turned into an asset for the community. If further study confirms its reuse potential, then the Consolidated Packaging Corp. could also once again be an asset to the community.

Reuse Summary

The Consolidated Packaging Corp. complex is a resource that could be developed in conjunction with other development efforts in the Lake Erie Gateway Area. Initial analysis and evaluation indicates that its condition does not necessitate its demolition and that its physical characteristics are suitable for potential reuses conducive to and supportive to development recommendations for the area.

Further exploration and study is recommended to establish a better basis for making decisions on the ultimate fate of the complex. A marketing study should be undertaken to test reuse options, to identify the parameters for their success or failure, and to develop marketing strategies for the site and for the area.

If the results of the market study for reuse of the complex are positive, preparation of a detailed prospectus for potential developers is recommended. All pertinent data on the buildings, the site and the area should be presented in a prospectus including physical data, marketing data, design plans and phasing plans.

SLUDGE LAGOONS

The Consolidated Packaging Corporation closed the Southside Papermill in 1978, leaving vacant 111 acres of land, including over one million square feet of floor space in 66 buildings.

Since current liabilities for back property taxes and sewer charges roughly equal the site value, the City of Monroe is interested in both long and short term reuse potential of the site. A major consideration for any reuse is the presence of sludge lagoons, three of which cover approximately 15 acres south of the building complex at an average 8-10 foot depth and four others on twelve acres east of I-75 averaging 3-4 foot depth. Total paper pulp sludge volume is about 300,000 cubic feet.

- **Paper Pulp Sludge**

Sludge is one of the by-products of paperboard production. The Southside Papermill manufactured paperboard from recycled paper fiber, newspapers and magazines. The board was cut, printed, folded and sealed as packaging for products such as Jiffy baking mixes and Brillo pads.

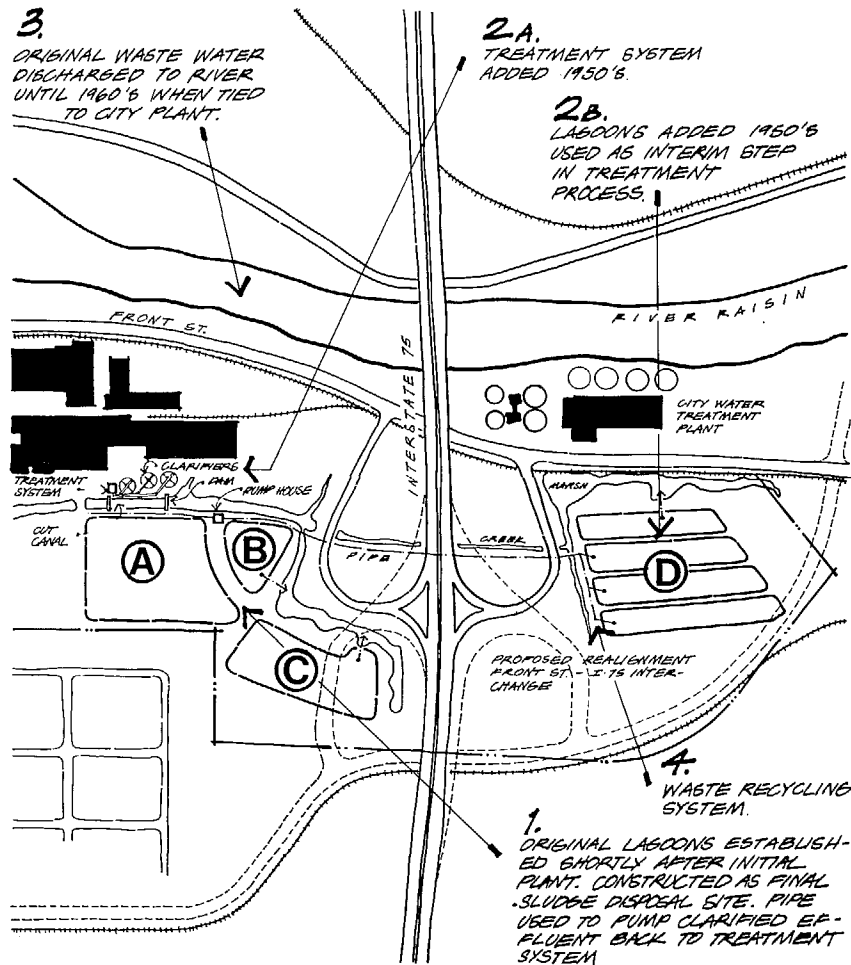
- **Sludge Handling Practices**

Waste or by-products handling and treatment practices during the 1902-1978 period of the Southside Papermill operations can be described in four major phases.

1. Direct discharge to the River Raisin: waste material generated during the early low volume production years at the Southside Papermill were discharged directly in the river. River water quality was degraded and some damage to carp ponds occurred.



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SLUDGE LAGOON DEVELOPMENT

2. Use of lagoons for primary settling before discharge to the River Raisin: at some point after 1920 waste handling methods were changed to retain some of the high fiber wastes on-site in lagoons. Some wastes may have continued to be discharged into the river either directly or as a result of lagoon overflow. Paperboard production during this period increased from the 1902 level of two tons per day to over 900 tons per day.
3. Development of initial wastewater treatment systems: a wastewater treatment system was installed in the 1960's and tied to the city sewage treatment plant. New lagoons were constructed east of I-75 as an interim step in the waste treatment process. These lagoons were periodically dewatered and the sludge was removed for landfilling by the Port Commission including at the present North Star Steel Company site. The older lagoon south of the papermill complex continued to be used at least for emergency purposes. Some discharges to the river occurred due to overflow of these lagoons.
4. Sludge recycling under NPDES: the company completed modifications of its wastewater treatment system by 1974 to comply with the terms of its NPDES permit and its contract with the Metropolitan Wastewater Board. All of the sludge was supposed to be recovered and recycled through the papermill. The NPDES permit was revoked by the DNR in late 1979 after the plant had been closed and discharges ceased.

- **Current Sludge Lagoon Status**

1. The sludge lagoons remain both south of the paper-mill complex and east of I-75. The lagoons are not dewatered because of the high groundwater level and exposure to rainfall and runoff. Paper pulp sludge usually forms a dry crusty layer one to three feet thick on top of a watery and unstable subsurface layer.
2. Some decomposition and gas generation has occurred in the older ponds and is likely to continue as the newer sludge deposits age. Deposits range from about 6 to 50 years old.
3. Paper pulp sludge content is usually high in inert materials - 40 to 50% ash or clay.

- **Toxic or Heavy Metal Sludge Content**

A major factor that would complicate the possible disposal of the paper pulp sludge is the presence of certain heavy metals or toxic substances. (No testing of the sludge has been completed at this time although the City has authorized an expenditure for sludge analysis).

Typical papermill sludge may contain small quantities of copper, lead, chrome, mercury and zinc - all from the inks used on the recycled paper fibers. In similar sludges these metals were found in extremely low concentrations and were non-mobile.

Current EPA regulations do not identify paper pulp sludge as a hazardous waste. There is the possibility, however, that Consolidated officials or other parties could have

used the lagoons for disposal of other chemicals that are not typically associated with paper processing.

The conclusions of this study are limited by the lack of sludge analysis data but it is probable that the sludge will not meet the criteria for a hazardous waste. Testing should be done to assure that the waste is nontoxic. Nearby groundwater should also be tested for contamination.

- **Legislative Framework**

Laws governing waste disposal and health and environmental protection have changed dramatically in recent years, however, most of the new legislation does not address problems of abandoned waste dumps and none would force the present owners of the Consolidated site to clean up the wastes. Once clean-up or reclamation was initiated, however, new waste disposal and groundwater protection requirements would have to be met.

Federal and Michigan laws which bear most relevance to the Consolidated sludge disposal issues are:

The Clean Water Law (P.L. 92-500 as amended): sets forth a myriad of programs and requirements aimed at improving and/or maintaining the quality of the nation's waters.

The Resource Conservation and Recovery Act (P.L. 94-245): deals with solid and hazardous waste disposal.

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The Michigan Solid Waste Management Act (Act 641 of 1978): established the framework for planning for and operation of solid waste disposal facilities in the State of Michigan.

The Michigan Hazardous Waste Management Act (Act 64 of 1979): is companion legislation to Act 641 above and focuses on planning for and operation of hazardous waste management facilities within the State.

The Michigan Water Resources Commission Act (Act 245 of 1929): created the Water Resources Commission and outlines its responsibilities.

Sludge disposal today would probably have to meet the Act 641 requirements, including disposal in a licensed landfill rather than as general fill within the Port area. This would be funded under proposed "superfund" legislation by public monies only if the sludge lagoons were found to be a high priority toxic dump. Repayment to the fund would be sought from the responsible parties.

● Reuse Potential

Theoretically the best solution to reclamation of the sludge lagoons would be to incorporate the paper pulp into some marketable product thereby offsetting extraction costs by sale of the product. The opportunities for reuse of the sludge fall into the following three categories. Practical limitations to each reuse are also indicated.

1. Reuse in paperboard manufacture: No paperboard mills are nearby and the sludge is unsuitable for

corrugated paper produced locally. Reactivation of the Consolidated plant is also unlikely since the plant has been dismantled and market demand does not justify rebuilding.

2. Use as a soil conditioner: The investment required for production is not justified by the limited pulp quantity. Pulp also is low in nutrients and would require addition of chemical fertilizers to the conditioner.
3. Use in products unrelated to paper:
 - a. Kitty litter: dewatering and drying would be difficult and the dried sludge is flaky and dusty rather than pebbly.
 - b. Cinder blocks component: explored by Consolidated but dropped for unknown reasons.
 - c. Roofing felt and artificial fireplace logs: no inexpensive solution to the drying problem has been found.

While there are many potential reuses for the paper pulp sludge, each is limited by economic and technical feasibility considerations. Successful reuse probably would depend on the unlikely circumstance whereby an entrepreneur with a specific product for which the sludge is well suited as a raw material sets up a production facility at or near the site and markets his product.

● **Reclamation Considerations**

Reclamation of the site will involve either the removal of the sludge by excavation and then the subsequent backfilling of the excavated area with clean fill, or the treatment and stabilization of the sludge in place followed by installation of a suitable cover material.

1. Estimated disposal costs are shown on the following table:

Based on these figures, sludge disposal would cost about \$64,000 per acre, or \$1,734,300 in total. These figures assume disposal within close proximity to the site. If the sludge is construed as "solid waste" under Act 641 of 1978, disposal would be more expensive at a licensed landfill remote from the site.

Industrial use ready land in the vicinity is available at about \$8,800 per acre. The Consolidated site has an estimated value of \$7,500 per acre once cleared of buildings and ready for development. These figures do not justify the projected sludge disposal costs.

2. The viability of reclamation by in place stabilization is more difficult to access since the methodology is uncertain. The simplest method, a cover of 3-4 feet of fill, would cost about \$430,000, or \$16,000 per acre. Approval of this method by the DNR is uncertain. There is also a risk of subsidence over time, gas generation from sludge de-

composition, and groundwater contamination from lagoon leakage.

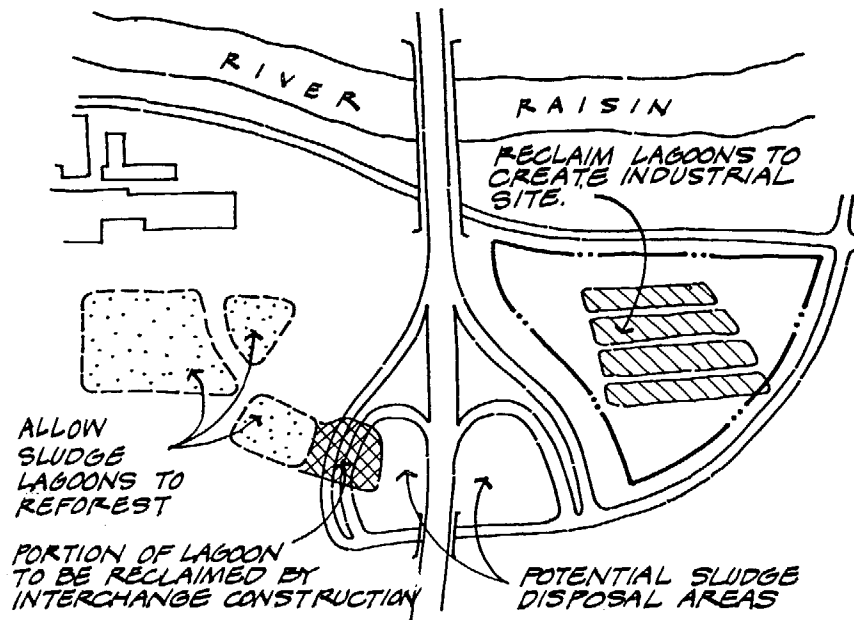
Uses for the land thus reclaimed would be limited to open space or recreation. It is unlikely that use for buildings, parking or storage would be supported. More sophisticated approaches to on-site stabilization would approach or exceed the cost of removal of the sludge and placement of clean fill.

The cost of reclaiming the site through simple removal of the sludge and replacement with clean fill even under the most favorable circumstances far exceeds the value of the land at the present time and in the foreseeable future.

	"Old" Sludge Lagoons West of I-75	"New" Sludge Lagoons East of I-75	TOTAL
Acreage	14.975	12.243	27.218
Depth	Average 9 feet	Average 4 feet	
Cubic Yards	212,150 c.y.	76,900 c.y.	289,050 c.y.
Excavation Cost*	\$745,525	\$269,150	\$1,011,675
Filling Cost*	\$530,375	\$192,250	\$ 722,625
Total	\$1,272,900	\$461,400	\$1,734,300
Total Cost/Acre	\$ 85,000/acre	\$ 37,700/acre	\$63,700/acre

*Based on Michigan Department of Transportation cost experience data.
\$3.50 yd.³ excavation; \$2.50 yd.³ backfill.

48 | CONSOLIDATED PACKAGING PROPERTIES



SLUDGE LAGOON DISPOSITION

● Recommendations

The following recommendations are presented in terms of progressive levels of involvement on the part of the City of Monroe.

1. Based on the high costs of sludge disposal or stabilization and uncertainty as to the presence of toxic materials, the City should avoid any immediate settlement that transfers ownership of the sludge lagoon portions of the site from Consolidated to the City.
2. If the assumption is made that city officials see a substantial public benefit to be gained by the City taking an active role in reclamation, it is recommended that a thorough testing of the sludge and nearby groundwater be commissioned. If an interest is identified for reuse of the sludge, a more detailed market survey and technical assessment should also be made.
3. With the additional assumption that testing results indicate no complications due to toxic or heavy metal sludge content, it is recommended that disposal or stabilization solutions be integrated with future development plans for the Consolidated plant site.

Redevelopment of the I-75/Front Street interchange requires some sludge disposal and refilling by the D.O.T., reducing overall excavation and refilling costs to the City by about \$350,000. The new configuration may also create a new potential sludge disposal site within the cloverleaf on the west side of the expressway.

Higher priority should be given to disposing of the sludge from the lagoons east of I-75, to create a marketable 25 acre parcel. Industrial or other re-use of the area west of I-75 should be located where no lagoons exist now. These lagoons should be left in their present state to allow reforestation and eventual public recreation use.

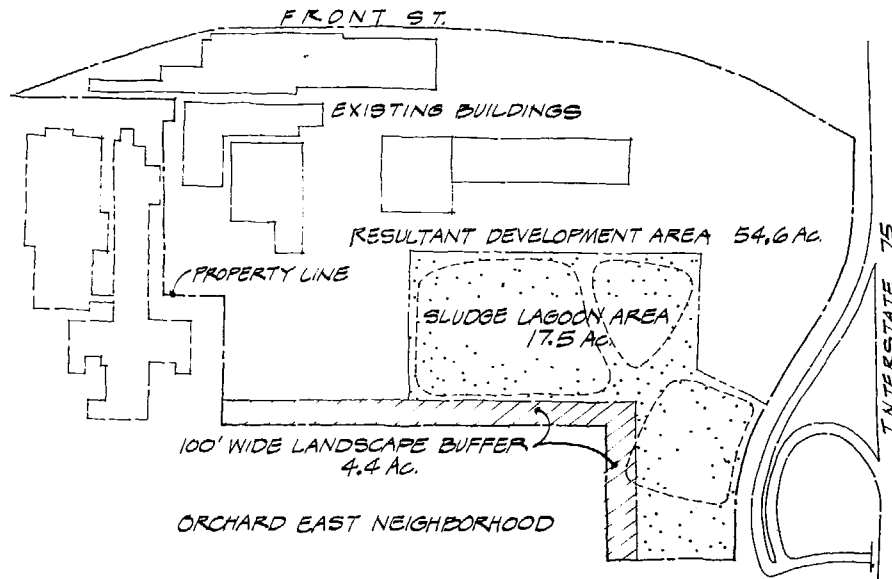


50 | CONSOLIDATED PACKAGING PROPERTIES

DISPOSITION CONSIDERATIONS

Site Availability

The preceeding sections have provided an in-depth investigation of the structures and sludge lagoons that constitute the major features of the Consolidated Packaging Corporation properties. In order to appropriately integrate future use options with the entire Gateway area, however, it is necessary to consider the facilities in total and to evaluate how each feature impacts the other.



SITE COMPONENTS

The total site area that will be available west of Interstate 75 after construction of the new Front Street interchange is approximately 76.5 acres. Of this total, approximately 17.5 acres is included within the gross area of the sludge lagoons. An additional 4.4 acres is identified along the south property line as a 100 foot wide landscape buffer for protection of the Orchard East residential neighborhood. The resultant development area, including area occupied by existing buildings and readily buildable vacant land is approximately 54.6 acres.

Demolition Considerations

The merits of demolition of the existing structures have been the subject of considerable speculation since a real estate appraisal report prepared in October, 1979 assumed a cost of razing the buildings at \$6,535 per acre, based on a cost of one million dollars for demolition and a total site area of 152 acres (includes Consolidated facilities north of Elm Street).

The preceeding section of this report has identified demolition costs for the south plant only at approximately 2.7 million dollars based on current industry cost indexes for similar demolition projects. With an identified available site area of only 54.6 acres, the demolition cost per developable land is actually \$49,450 per acre.

If the sludge lagoons are reclaimed for development by excavation and backfilling, the total developable land area is increased to 59 acres, however, the cost of demolition plus the cost of lagoon reclamation at \$1,272,900 yields an actual cost of providing developable land of \$67,337 per acre.

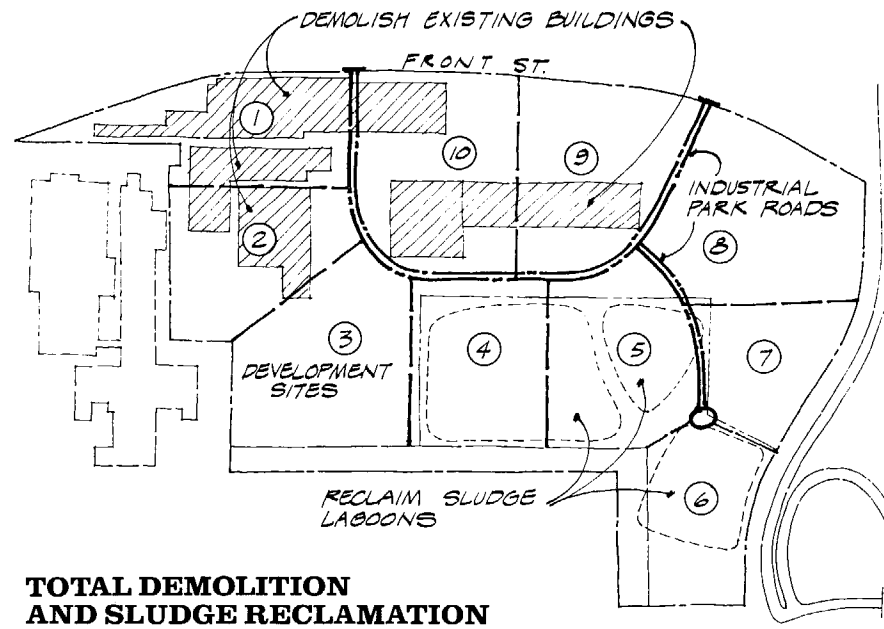
Clearly, the cost implications of demolition and clearance are severely limiting factors that have not been previously recognized.

Alternative Strategies

The potential strategies for disposition of the properties range from total demolition and land reclamation for a new use such as an industrial park to partial demolition to a significant reuse of the existing facilities. The following scenarios are presented for comparative evaluation of the options.

Total Demolition and Sludge Reclamation - This option assumes all existing facilities will be demolished and the sludge lagoons will be reclaimed for construction of a new industrial park.

Site	Basic site	59.0 acres
	Minus road right-of-way (100')	6.2 acres
	Net development site	52.8 acres
Costs	Purchase	\$ 350,000
	Waste Water Charges	\$ 800,000
	Demolition	\$2,700,000
	Improvements	\$ 675,000
	Lagoon Reclamation	\$1,272,900
	Total Costs	\$5,797,900
	Cost per acre =	\$ 109,808

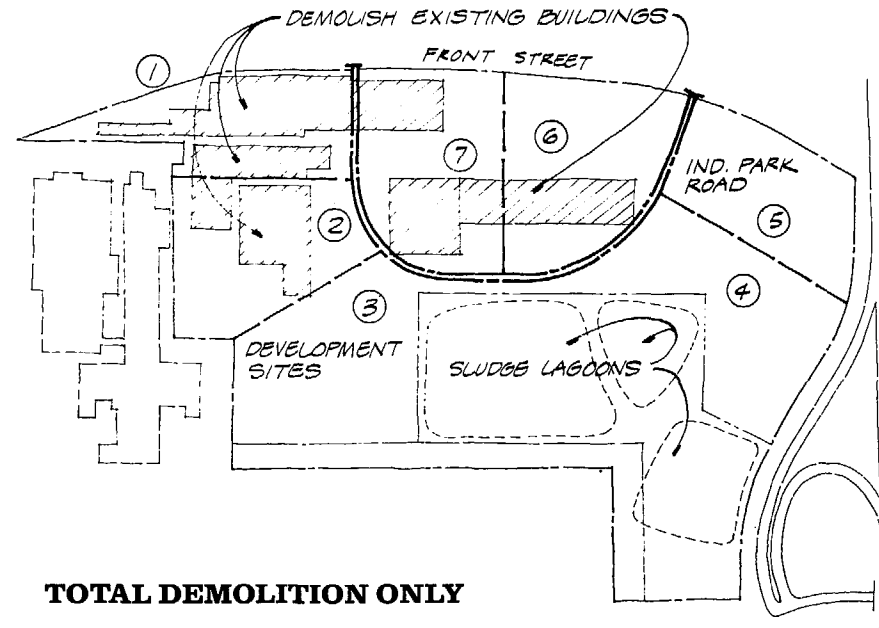


**TOTAL DEMOLITION
AND SLUDGE RECLAMATION**

52 | CONSOLIDATED PACKAGING PROPERTIES

Total Demolition Only - This option assumes all existing facilities will be demolished and all land, with the exception of the sludge lagoons will be used for construction of a new industrial park.

Site	Basic site	54.6 acres
	Minus road right-of-way (100')	4.8 acres
	Net development site	49.8 acres
Costs	Purchase	\$ 350,000
	Waste Water Charges	\$ 800,000
	Demolition	\$2,700,000
	Improvements	\$ 525,000
	Total Costs	\$4,375,000
	Cost per acre =	\$ 87,851

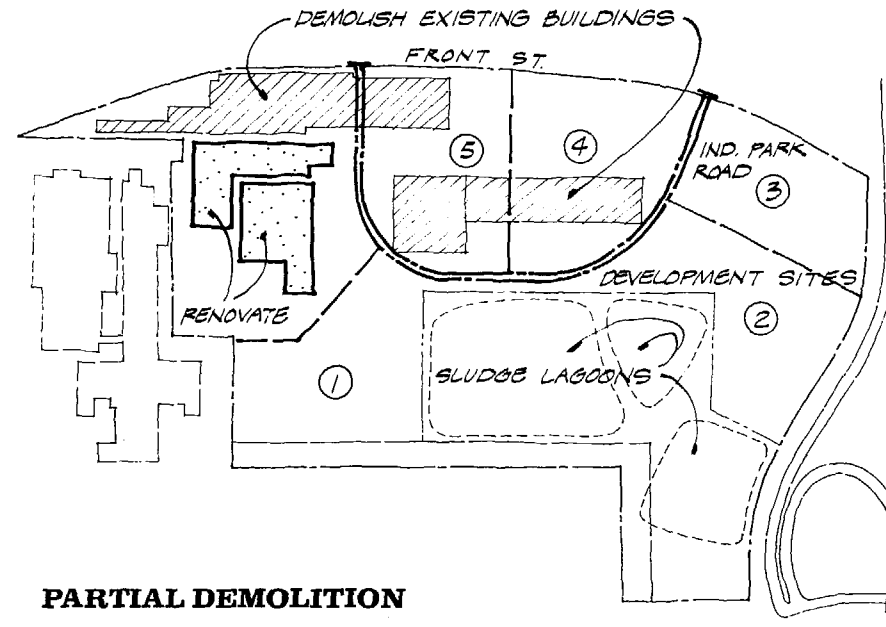


TOTAL DEMOLITION ONLY

CONSOLIDATED PACKAGING PROPERTIES | 53

Partial Demolition - This option assumes all facilities will be demolished with the exception of the existing multi-story structure which will be reused for industry. All remaining land with the exception of the sludge lagoons will be used for construction of a new industrial park.

Site	Basic site	54.6 acres
	Minus road right-of-way (100')	4.8 acres
	Net development site	49.8 acres
Costs	Purchase	\$ 350,000
	Waste Water Charges	\$ 800,000
	Demolition	\$1,080,000
	Improvements	\$ 525,000
	Total Costs	\$2,755,000
	Cost per acre =	\$ 55,321
Reuse Credit	Credit against cost of new construction 517,000 sq. ft. reused facility at \$10/sq. ft.	\$5,170,000



PARTIAL DEMOLITION

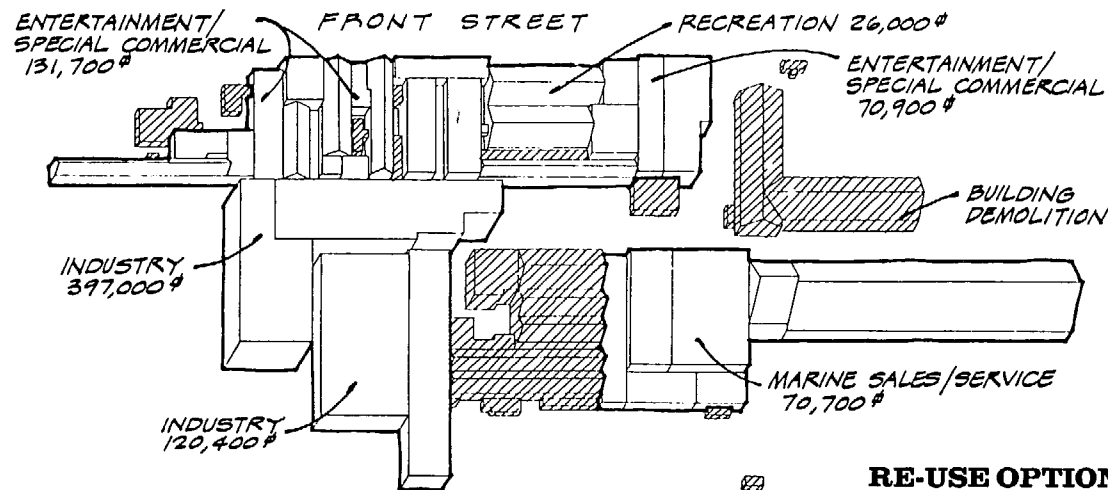
54 | CONSOLIDATED PACKAGING PROPERTIES

Reuse - This option assumes only basic demolition will take place to remove the structures least adaptive for reuse and that the remainder of the structures will be renovated for industrial and recreation related activities. No other new construction will take place on the site.

Site	Net development site	54.6 acres
Costs	Purchase	\$ 350,000
	Waste Water Charges	\$ 800,000
	Demolition	\$ 600,000
	Total Costs	\$1,750,000
	Cost per acre =	\$ 32,051
Reuse Credit	Credit against cost of new construction 913,000 sq. ft. reused facility at \$10/sq.ft.	\$9,130,000

Conclusions

1. In all cases where no reuse is contemplated, the cost of packaging the land for new development far exceeds the current value or market price of other industrial land available in Monroe for approximately \$8,800 per acre.
2. Where reuse is contemplated, the land cost also exceeds the market price of other available industrial land, however, the potential credit for reuse of existing space versus new construction needs to be carefully evaluated in order to determine the true comparative net land cost.
3. Reuse of selected existing facilities appears economically to be at least as attractive an option as demolition and new construction.



ORCHARD EAST NEIGHBORHOOD



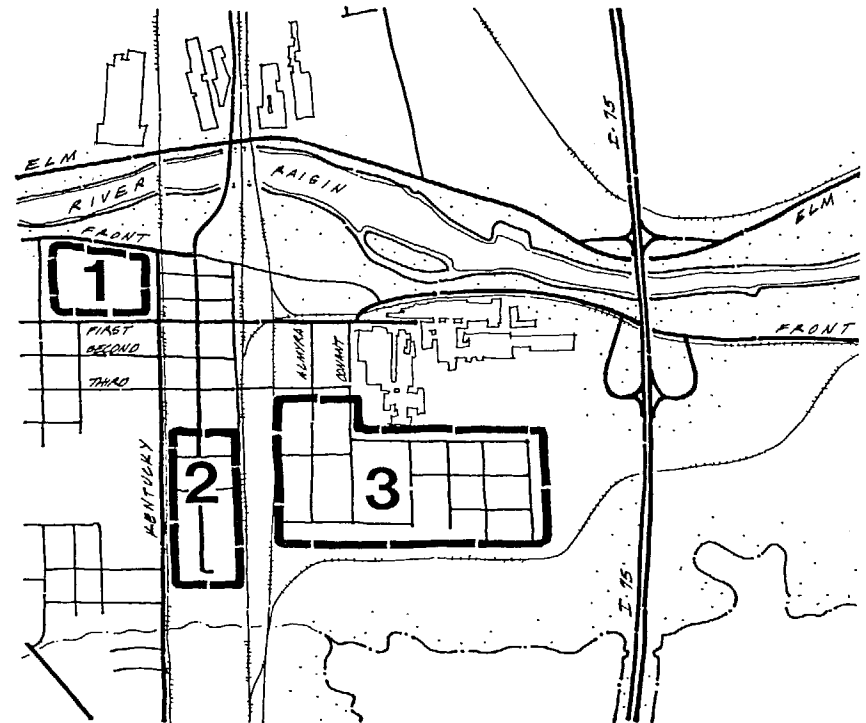
56 | ORCHARD EAST NEIGHBORHOOD

An important element of the City of Monroe Overall Development Plan is the population forecast for 1970 to the year 2000. The forecast was developed by utilizing statistical assumptions derived from the U.S. Bureau of Census, Current Population Reports, (Series P-25, Number 704) and a report entitled, Projections of Population and Employment for the Upper Great Lakes, prepared by the University of Michigan Population Studies Center. These sources quantified the extent of anticipated natural increase and the expected rate of in-migration that would occur for a population.

A primary concern resulting from the population forecast was the necessity to identify potential residential areas to accommodate the added population. Essentially, there are two potential residential areas--New Development Areas and Scattered Residential Development Areas. The Orchard East/Lake Erie Gateway Area has three potential residential areas. These include Area 1 which is a New Development site and Area 2 and 3 which consist of Scattered Residential sites. These three potential residential areas comprise 20.64 acres and could conceivably accommodate over 230 new dwelling units.

Eventually, the decision to build a new housing unit in any of the potential residential areas will be based on the question: will the neighborhood allow for a resale value equal to the value of the house and its improvements. Therefore, if the neighborhood can accommodate houses with a resale range of \$20,000 to 30,000, it would make little sense to build a new home for \$50,000.

The sale of residential improved properties in the City of Monroe since 1969 is indicative of a viable housing market. The figures substantiate that residential real estate, when transacted, increases on an annual basis.



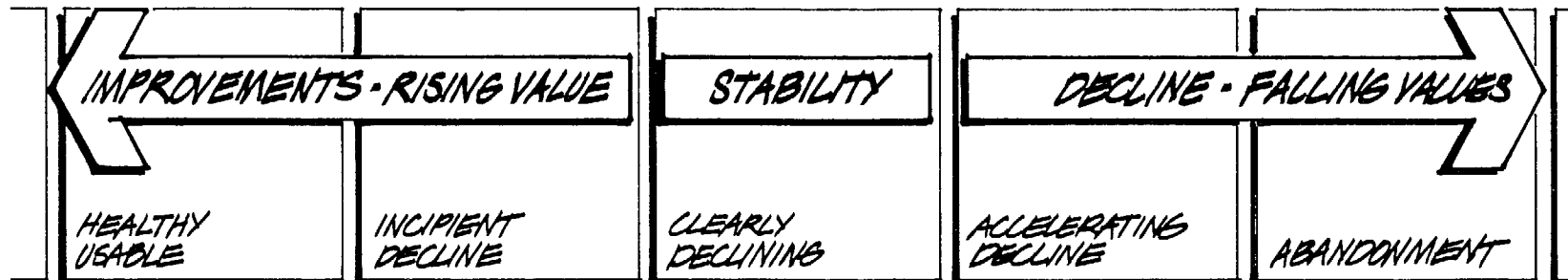
POTENTIAL RESIDENTIAL AREAS

The Orchard East is not unlike other neighborhoods which are currently experiencing viable housing markets. Based on the available data, rising costs relative to home sale prices are not solely a result of inflation. The sudden increase in the percent and dollar volume in sales transactions indicates a current 'tight' housing market. The absence of new single or multiple family construction on a scale large enough to absorb current housing demand will continue to force existing house prices up. This absence points to a sellers market for several years. However, this trend will have profound implications on moderate income families and marginal middle-income households who want to secure a higher level of quality housing. In addition, as in the case of the Lake Erie Gateway area, where quality and affordable housing is provided, the resident population gravitates to that development. Therefore, in order to stabilize the Lake Erie Gateway area, a revitalization strategy that includes new housing developments and promotes rehabilitation of the existing housing stock is essential.

Housing values are dependent upon neighborhood perceptions.

The closest the City of Monroe probably comes to having a defined neighborhood is the Lake Erie Gateway area. In this case, the term Neighborhood is defined as an area having strong ties between the residents, the merchants and the institutional facilities. However, if the Lake Erie Gateway area is looked at in an analytical way, compared to other community residential areas, it is an area accelerating into late stages of decline.

Residential areas accelerating into late stages of decline reflect an increase in the severity of housing deficiencies from minor code deficiencies to major code violations. The housing stock becomes deteriorated and inadequate. The physical environment reinforces the condition of the housing stock and a perceived lack of public service delivery exists. Many of the residents are minority and have lower household incomes. Although the problems apparent in this stage can be solved, their complexity necessitates structural solutions such as rehabilitation and code enforcement and non-structural improvements like street pavings, sidewalk installation, park development and exclusion of non-residential land uses.



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The Lake Erie Gateway area should not be construed as a high risk or bad neighborhood because of its designation as an area accelerating into late stages of decline. This same area experienced increases in housing value relative to other, less distressed residential areas in the City of Monroe. The physical descriptors used in the residential change process served as the basis for the evaluation. As the number of code deficiencies by type-per-block increased, the presence of housing decline escalated.

ASSESSMENT OF HOUSING CONDITIONS

The assessment of housing conditions and the method used to differentiate what is standard or substandard is obviously discretionary, with the decision left to the local unit of government. Accurate data on housing conditions is a necessity, because it forms the foundation to construct a strategy to implement the municipal housing program and conversely acts as a measure to assess the performance of those housing programs.

The definition of (Housing Condition) or (Housing Quality) depends on the measure of intended results the municipality is pursuing. The methodology used to investigate the quantity and composition of housing in the Lake Erie Gateway area was designed to inventory the interior and exterior housing elements of each dwelling unit by utilizing the information on file in the City Assessor Office. This particular method was selected because it enumerated specific factors concerned with the structural quality of the existing housing stock. Indicators of possible change, such as the lack of plumbing facilities and overcrowded conditions were not used, because they do not reliably enumerate the physical condition of the housing stock.

In order to differentiate overall housing conditions and group similar housing structures into common categories, the following housing quality definitions were established:

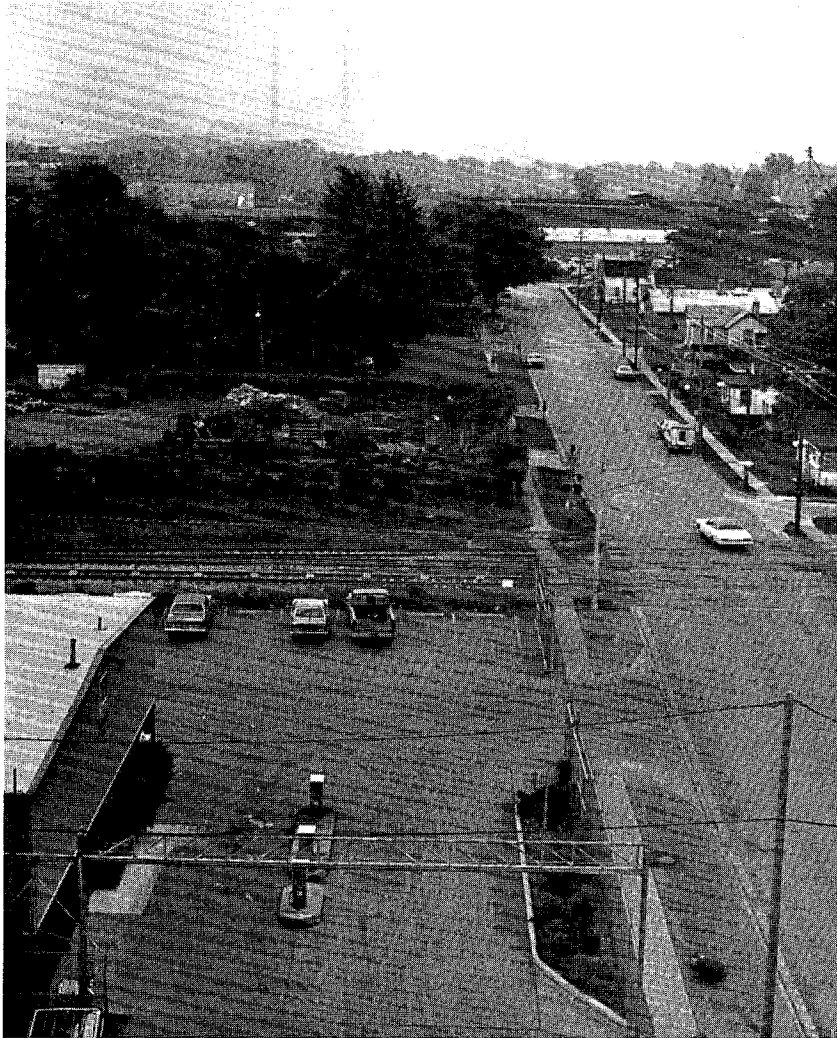
STANDARD: A housing structure with little or no minor code deficiencies.

SUITABLE FOR REHABILITATION: A housing structure that needs some form of repair or renovation in order to achieve a physical quality that would increase the economic life of the subject property. Current deficiencies found in this category include: poor interior finish, poor plumbing system, single or composite siding, 60-amp electrical service and inadequate sanitary facilities.

SUBSTANDARD: A housing structure that, due to age, overall condition, total depreciation, and complexity of internal problems, cannot be economically rehabilitated. Major code deficiencies include: total depreciation over 50 percent, pier-type construction, no heating system, lack of plumbing and inadequate electrical service.

After examining the criteria for Standard, Suitable for Rehabilitation and Substandard, as well as the status and condition of the housing units, it becomes evident that the Lake Erie Gateway Area suffers from a high degree of residential blight.

In the Lake Erie Gateway Area, the greatest housing deterioration is found to be in the owner-occupied units as opposed to renter-occupied. Slightly more than three-quarters of the owner-occupied homes are classified as Substandard or Suitable for Rehabilitation.



LOT CONSIDERATIONS

One factor that contributes to the lack of new housing in the Lake Erie Gateway area is the occurrence of substandard lots. Subsequently, there has been some concern by private developers and members of the City of Monroe administration regarding the number and distribution of substandard lots in the Gateway area. Pursuant to the City of Monroe Zoning Ordinance, all lots having less than 50 feet width in lot frontage are considered substandard. Overall, 59 percent, or 313 of the 531 residentially-developed lots, are classified as substandard. The distribution of these lots by neighborhood illustrates that 70 percent of the Lake Erie Gateway area substandard lots are located east of Railroad Street.

Another concern with substandard lots is the reduction in floor area from the required minimum size of the zoning district. This is accomplished through prescribed reduction allowances depending on the lot frontage. For example, lots between 40 and 49 feet wide would have a minimum floor area of 900 square feet. If the lot frontage is less than 40 feet then the minimum floor area is further reduced to 20 percent or to 720 square feet.

A numerous amount of substandard lots exist within the Lake Erie Gateway area. These lots comprise the Hagan Farm Plat and the Consolidated Land Company Number One Plat and are primarily 35 feet wide with varying lot depths ranging between 140 and 165 feet. Property owners, because of frontage limitations, acquire adjoining lots to enhance the market value of their property. However, due to land division requirements under Section 4.69 of the City of Monroe Subdivision Control Ordinance, property owners and developers are restricted from aggregating several residential lots for future division and resale.

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In several cases, acquisition of three lots with 35 feet frontage and subsequent division into two lots will result in larger and conforming frontages, but lack the lot area necessary for zoning conformance because of subdivision restrictions.

CURRENT NEIGHBORHOOD IMPROVEMENT PROGRAMS

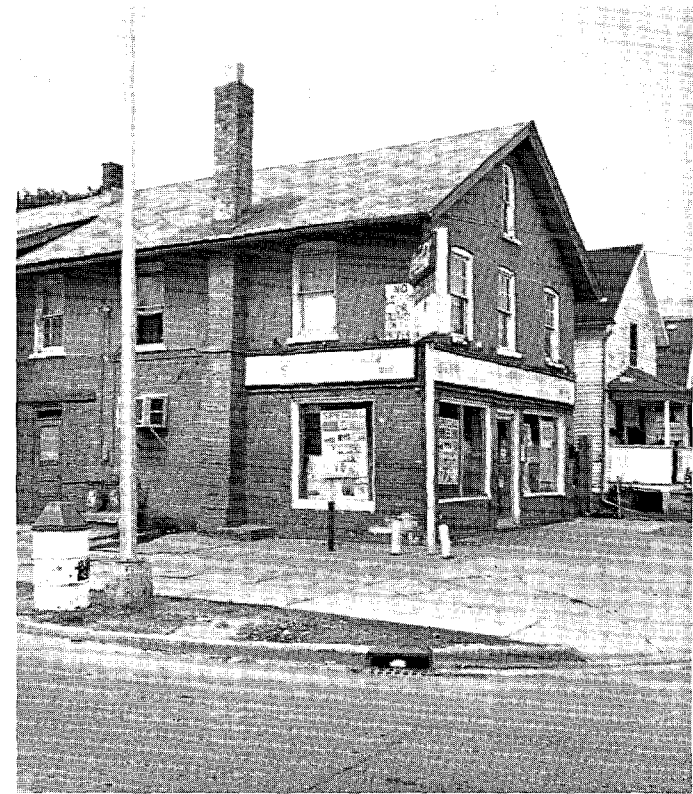
In response to the needs exhibited by residents of the Lake Erie Gateway area, the City of Monroe has devised a Housing Rehabilitation Loan Program which includes two major types of activities: administrative activities and capital projects. Administrative activities such as the Rehabilitation Loan and Grant Program is designed to directly treat housing problems in the Lake Erie Gateway area by extending financial assistance for home improvements. Capital projects, on the other hand, are more indirect solutions to housing problems which improve the total residential milieu of the neighborhood.

Residents of the Lake Erie Gateway area are served by a full range of municipal fire, police, water, sewer, and recreation services. In fact, the City's Community Center and satellite fire station, and the County's social services complex are located in this neighborhood. However, street and storm sewer facilities within the Lake Erie Gateway area show some signs of deterioration. Thus, the City plans to accompany housing rehabilitation efforts with a total neighborhood revitalization effort. A variety of local projects, funded through Community Development Block Grants as well as through other sources, will, or have already, lent support to local rehabilitation activities by improving the neighborhood infrastructure.

IMPROVEMENT PROGRAM SUMMARY

<u>PROJECT NAME</u>	<u>COST</u>
East Side Fire Station	167,986
King Memorial Park Bond Project	12,587
Comprehensive Planning Assistance	6,005
Railroad Street Paving	133,244
Neighborhood Improvement Program-1979	35,000
Orchard East Redevelopment	59,469
Norwood Street Paving	109,908
Oak Street Paving	189,302
CDBG Loan & Grant Program-1977	572,437
CDBG Loan & Grant Program-1978	270,000
Wood Street Paving	140,362
Wood Street Drain Enclosure	94,900
Oak Street Sidewalks	39,933
DPS/Recreation Building	100,000
SUMMARY	<u>1,831,133</u>

ORCHARD EAST COMMERCIAL DISTRICT

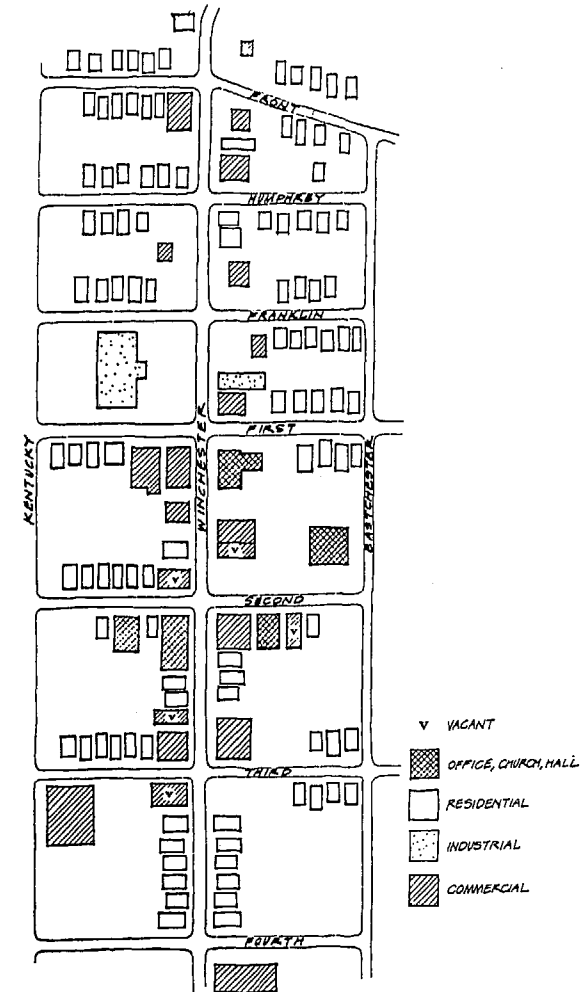


62 | ORCHARD EAST COMMERCIAL DISTRICT

As mentioned earlier, this area was once a thriving commercial center for the east side of Monroe. The city became a major transportation center in the early and mid 1800's as the terminus by ship of immigrants moving westward and the beginning of the railroad portion of their journey farther west. The hub of the transportation center was the Orchard East area in general and the city docks on the River Raisin and the New York Central depot at Kentucky and E. First Street in particular.

Over time, however, the district declined as immigrant patterns and transportation modes changed from ship and rail to the automobile and airplane, and the downtown became the only recognized center of the community. With a few exceptions, the once vital businesses either failed or moved to more attractive locations leaving behind structures to decay or be reoccupied by transient or marginal enterprises. At this time, the majority of the stores and other commercial structures are in poor condition and in need of renovation or replacement.

A second major problem facing the area is the scattered nature of commercial structures and the general mixing of residential structures. As a result, there is no identifiable concentration of businesses needed to give a "center" characteristic to the district. The spread out distribution also encourages vehicular movement between the businesses and discourages pedestrian traffic.



EXISTING LAND USE

ORCHARD EAST COMMERCIAL DISTRICT | 63

Steps should be taken to protect those structures with historical or architectural significance. The commercial district should then be consolidated within the area bounded by Kentucky, First, Eastchester and Third Streets. This consolidation should include provisions for off-street parking, a need which currently has a negative impact on servicing this area's residents.

On a positive note, there has been some private commitment to the area as evidenced by the relatively recent construction of a new bank and on-going improvements to existing establishments by a few merchants. In addition, long range plans for expansion of the Lesow Community Center, and the recently completed Historic Buildings Survey, which will lead to the establishment of historic districts in this area, point to a public commitment to the area.

Locationally, the Orchard East Commercial District may once again become a center of activity if the potential of the Lake Erie Gateway to become a regionally oriented recreation and tourist resource is recognized.



The State of Michigan has appropriated funds for fiscal year 1980 to undertake additional archaeological and archival research to further document the historical resource and develop criteria for possible interpretive use of the site.

As a component of the Lake Erie Gateway, the location of the site is ideal to attract significant visitor usage. Pedestrian connections to the Hellenberg Field Festival Site would add further attractiveness to a historical interpretation of the battlefield as it could provide for an authentic celebration of the Old Frenchtown Days festival, while property across Detroit Street, also owned by Union Camp, could be developed as a parking area to accommodate visitors to the development. In short, a historical and interpretive development of this site could benefit greatly from other related Lake Erie Gateway activities while becoming, in its own right, a significant tourist and visitor attraction.



COMMUNITY CONSIDERATIONS



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LAND USE DISTRIBUTION

The predominant land uses in the Gateway area are residential and industrial with minor areas of commercial and public recreation. The amount and distribution of land in existing and proposed industrial uses is a major factor limiting the redevelopment potential of the Orchard East residential neighborhood east of the railroad corridor.

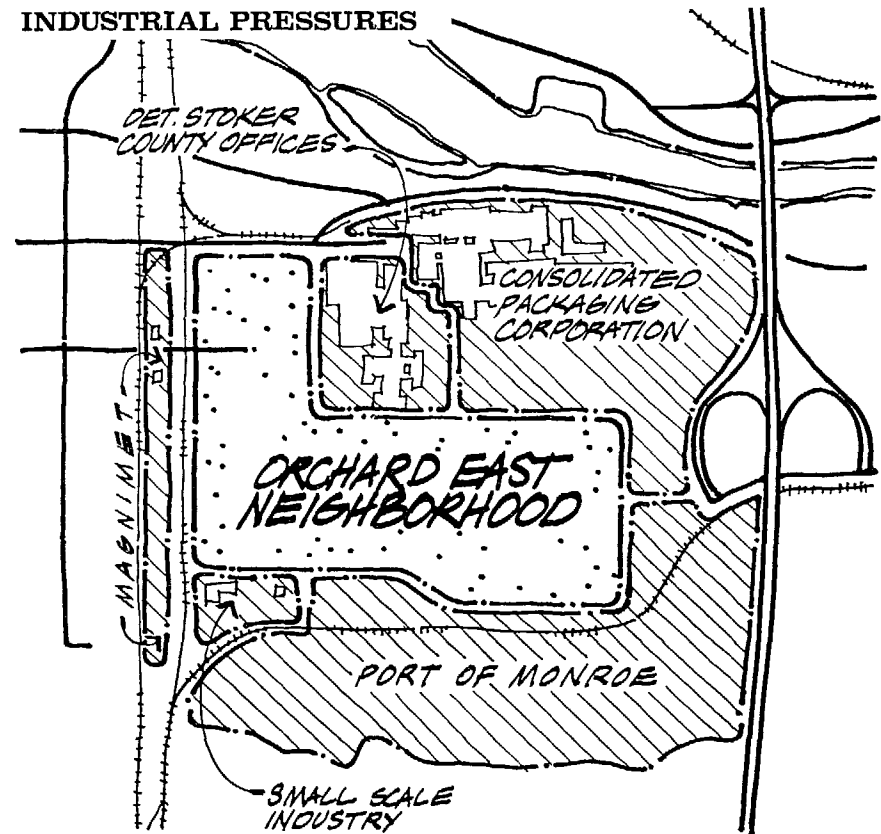
Historically, a direct contact between industrial and residential uses has proven in most instances to result in ultimate decline of the residential neighborhood. The decline normally stems from a basic incompatibility of scale, character, intensity, land value and environmental impact of the two uses.

In the Gateway area, the neighborhood is flanked by existing industrial properties including Magnimet Corp. on the west, and Detroit Stoker Co. and the vacant Consolidated Packaging Corp. facilities on the north. In addition, the Port of Monroe owns property to the south on which it proposes to construct an industrial park.

The pressure from the Magnimet scrap iron facilities on the west is particularly severe as it physically isolates the neighborhood from the remainder of the community and stands as a formidable barrier to unification of the two neighborhood areas. In addition, the operation particularly impacts the environmental quality of the area as it is unsightly and generates high noise levels. The proposed industrial park on the south, while representing a use potentially incompatible with the neighborhood, can become an acceptable neighbor through appropriate planning and the provision of generous open space buffering. On the north, the Detroit Stoker Co. is environmentally an acceptable neighbor

with its present operation and clean facilities. The Consolidated Packaging Corp. facilities are vacant and do not represent operational impacts, however the generally run-down nature of the structures and site present a visual appearance suggestive of a declining area. Future re-use of the facilities or construction on the site can be planned in such a manner as to improve the relationship to the neighborhood.

INDUSTRIAL PRESSURES



EXISTING CIRCULATION

Access to the eastern portion of the Gateway area is on Front Street from Interstate 75 on the east and on Front Street, First Street and Third Street from downtown to the west. The major continuous east-west route through the area is the connected First Street on the west and Front Street on the east. As the only access to the Port of Monroe properties south of the river, this route carries a significant traffic load which is particularly heavy with trucks and service vehicles. As a result, it poses a physical barrier that limits the potential to relate the majority of the Gateway area to the riverfront.

The only access to the Orchard East neighborhood east of the railroad corridor is on Third Street from the west and on Almyra and Conant Streets from First Street on the north. All of these approaches are through areas dominated by industrial uses and are inappropriate for long range redevelopment of the neighborhood.

The western portion of the Gateway area is easily accessible from all directions as it is contiguous to the main community street system. Accessibility from the north is particularly good on Winchester Street and will be much improved from the south upon completion of the "coastal loop" connection to La Plaisance Road.

M-50 ALIGNMENT CONSIDERATIONS

The Michigan Department of Transportation is currently conducting a study of potential M-50 alignments to provide for more efficient movements of vehicles through the city in an east-west direction. The ultimate alignment of this route will have a direct impact on the redevelopment opportunities for the Gateway area. Four alignments are being considered and are as follows:

Alignment Number 1

One-Way Pair Penetrator: This alignment consists of a one-way pair of First Street or Second Street westbound and Third Street eastbound through the western portions of the community merging to a new road through the Gateway area to the proposed Front Street interchange. The main disadvantage of this alignment is that it cuts through the Orchard East residential area resulting in a further fragmentation and separation of the neighborhood.

Alignment Number 2

Front Street Penetrator: This alternative consists of major improvements to Front Street, particularly between downtown and its junction with First Street. The main disadvantage of this option is that it would intensify traffic on Front Street and further limit development opportunities along the riverfront. In addition, this alignment would preclude the expansion of the Hellenberg Field land area.

Alignment Number 3

Southern Bypass: This alternative consists of rerouting M-50 from inside the city to somewhere south in the Plum Creek/Dunbar Road corridor area. This routing would benefit the Gateway area in that it would alleviate traffic on Front Street and allow establishment of a closer relationship between the

72 | COMMUNITY CONSIDERATIONS

neighborhood and the riverfront. The main disadvantage is that it is remote from the intensely developed areas of the community where improved accessibility is needed.

Alignment Number 4

Existing Route Improvements: This alternative would involve providing for some additional capacity and for the easier movement of traffic on the existing M-50 alignment. There would be no change to existing conditions or impact on the Gateway area with this alternative.



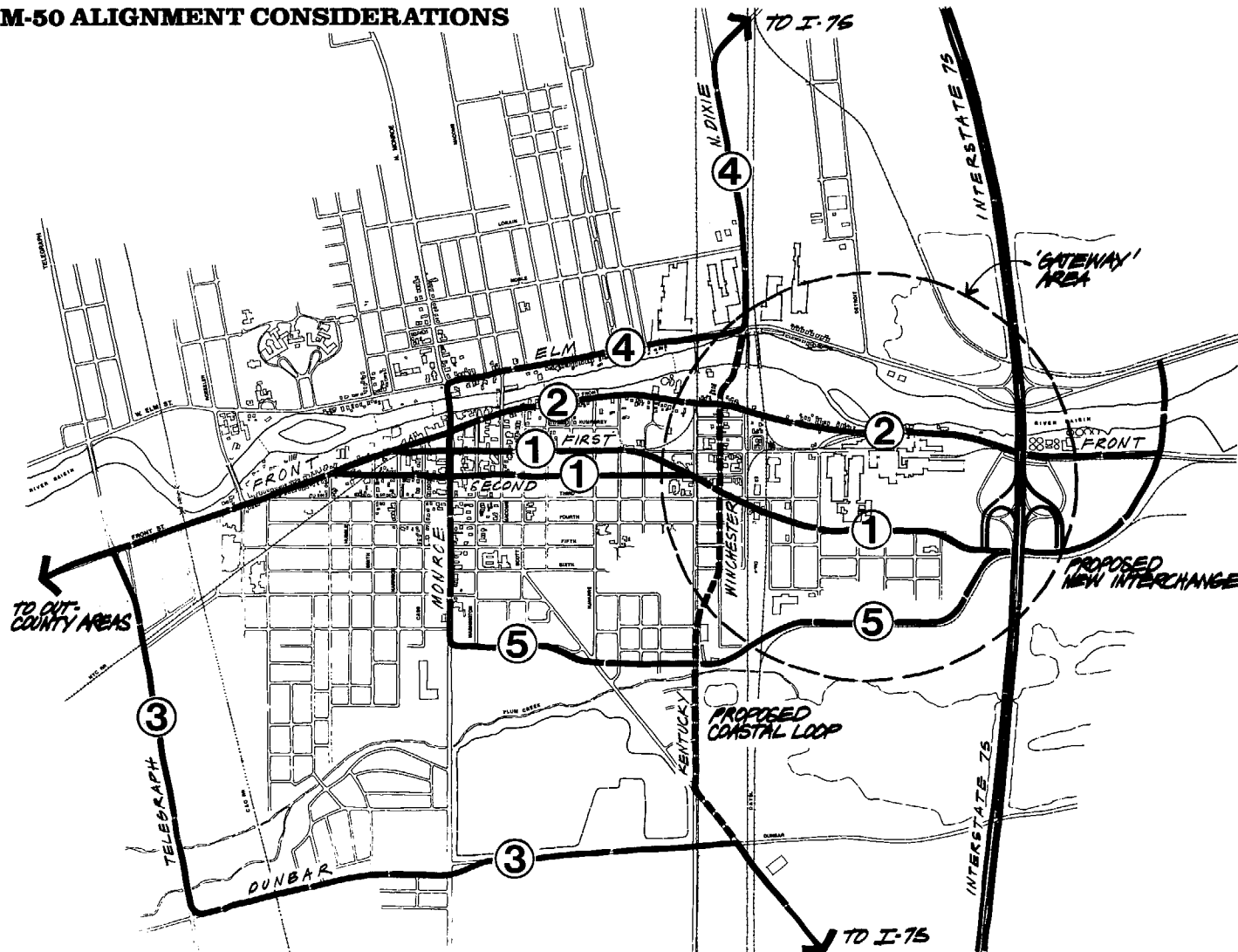
SUGGESTED ALTERNATIVES

Alignment Number 5

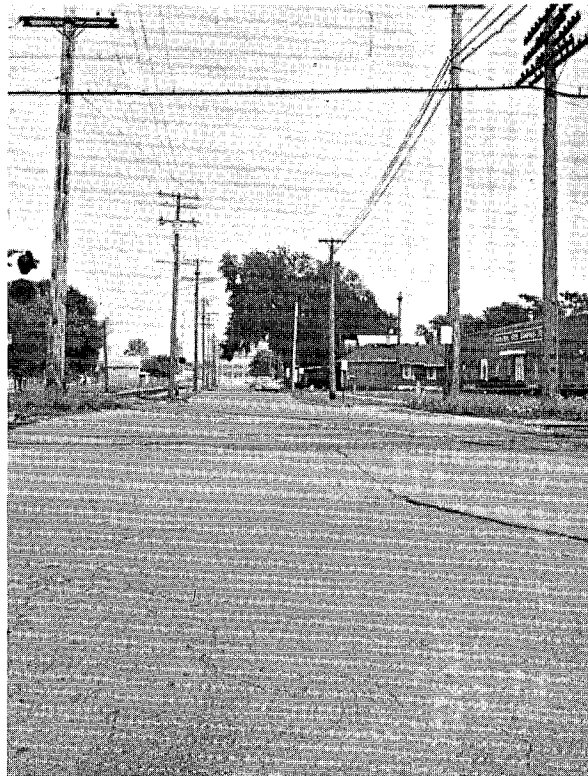
In addition to the potential alignments under study, this report suggests investigation of a fifth alternative that could have multiple benefits for the community in general and the Gateway area in particular.

This alternative would involve an inner bypass type alignment that would extend from the proposed interchange at I-75 immediately south of the Orchard East residential area and continue westward in the vicinity of Plum Creek to a connection with South Monroe Street. This alignment would provide a totally new identity and access opportunity for the Orchard East neighborhood in contrast to the present industrially dominated access streets. In addition, this alignment would relieve a significant amount of traffic on Front Street allowing a better relationship of the community to the riverfront.

M-50 ALIGNMENT CONSIDERATIONS



DESIGN DETERMINANTS



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The ultimate development plan for the Lake Erie Gateway area, regardless of its final form, intensity, or arrangement should reflect the desire to resolve the basic problems of the area, identified in the analysis portions of this study, and optimize the opportunities associated with its potential regional identity and water resource based setting. Accordingly, three basic goals stand out as necessary components of the subsequent plan development phases.

- The riverfront should be recognized and developed as the major focus and identity of the area by expanding public use and concentrating on water dependent or enhanced recreational activities.
- The existing fragmentation and confusion of land uses within the area should be resolved by establishing positive land use boundaries within which each land use can maximize its own individual identity, yet positively relate to overall unifying systems of circulation and open space.
- Major access and circulation routes should be developed on the periphery as part of a regional coastal system to allow internal unification of Gateway land uses and a positive relationship to the riverfront.

SPECIFIC CONCLUSIONS/RECOMMENDATIONS

The following conclusions and recommendations are intended as basic guidelines for plan development and are based on observed problems and opportunities, stated desires of citizens and/or officials, and in depth analysis of various components of the Lake Erie Gateway Area. These planning principles provide a long range management and decision making tool, against which future plans or proposals for development in the area can be evaluated.

VEHICULAR CIRCULATION

The coastal loop should be completed by achieving a linkage to La Plaisance Road on either Kentucky or Winchester Streets.

Major through traffic should be discouraged on Front Street to reduce its barrier effect and allow a more positive relationship between Gateway area land uses and the riverfront.

A new community entrance should be created from the proposed Front Street interchange along the south periphery of the Gateway area to lessen traffic on the existing Front Street and provide a new entrance orientation for the Orchard East neighborhood.

PEDESTRIAN/BICYCLE CIRCULATION

A pedestrian and bicycle system should be developed to provide a linkage between the Orchard East neighborhood and riverfront recreation opportunities.

HELLENBERG FIELD

The full potential of Hellenberg Field as both a regionally oriented water based recreation area and land based festival site can be achieved only through an expansion of the existing site area by relocation of existing residential uses to at least Front Street and preferably to First Street.

An expansion of recreation activities should be considered linearly along the riverfront to the east and west providing a major commitment toward the community goal of establishing a system of riverfront parks and recreation sites linked together by pedestrian and bicycle paths.

The baseball diamonds and general field recreation activities in Hellenberg Field should be relocated to an inland site to free the area for water related or enhanced activities.

CONSOLIDATED PACKAGING PROPERTIES

Given the apparent economic infeasibility of reclaiming the sludge lagoons for development land, these areas and adjacent open land should be stabilized and designated for open space and recreation purposes as an amenity for the Orchard East residential area.

Reuse of the existing structures, or of land created by demolition of structures, should be considered to be multi-purpose with particular emphasis on activities that supplement or support the Orchard East neighborhood and potential regional recreation use of the riverfront.

ORCHARD EAST RESIDENTIAL

Industrial uses, particularly on the west, should be buffered or relocated to allow development of a protective open space/recreation 'envelope' with a common orientation to other residential areas to eliminate the identity of Orchard East as a pocket of residential within an area dominated by industrial uses.

Access to the area should be improved by constructing new landscaped entrances from First Street on the north and from the proposed community entrance road on the south.

Circulation and land use linkages should be developed to establish a relationship between the neighborhood and the riverfront.

Infill or expansion land should be identified for construction of new residential units.

The interior identity and environment of the neighborhood should be improved by accomplishing public improvements to streetscape and facilities such as parks and schools and encouraging individual private building improvements.

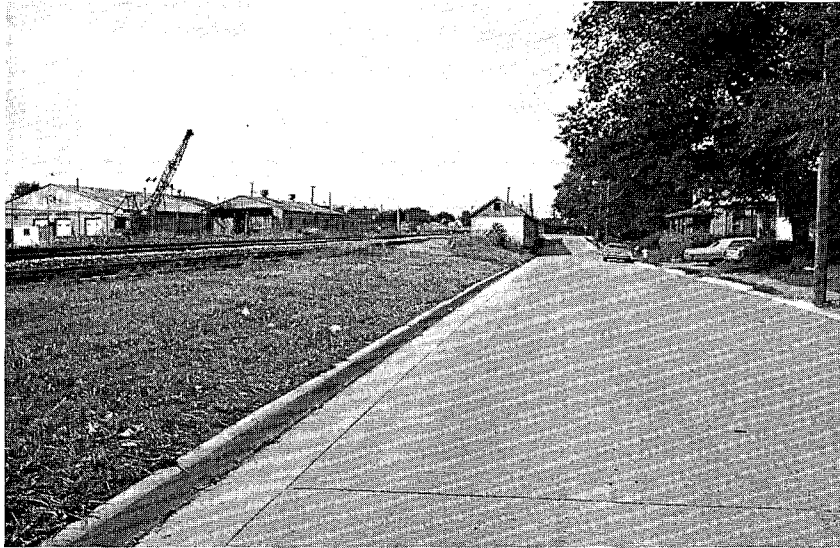
ORCHARD EAST COMMERCIAL DISTRICT

Development within this area should be consolidated and intensified to provide the identity of a neighborhood center and the major entrance to the Gateway area from the coastal loop.

ALTERNATIVE CONCEPTS



80 | ALTERNATIVE CONCEPTS



The following alternative concepts represent various approaches to the planning of the Lake Erie Gateway Area. Each concept embodies the specific conclusions and recommendations of the preceeding section of this document with respect to the riverfront, the residential neighborhood and commercial industrial area, and the disposition of incompatible industrial uses. The basic difference between the alternatives involves the amount and distribution of recreation land, the disposition of the Consolidated Packaging Corporation facilities, and general circulation configurations.

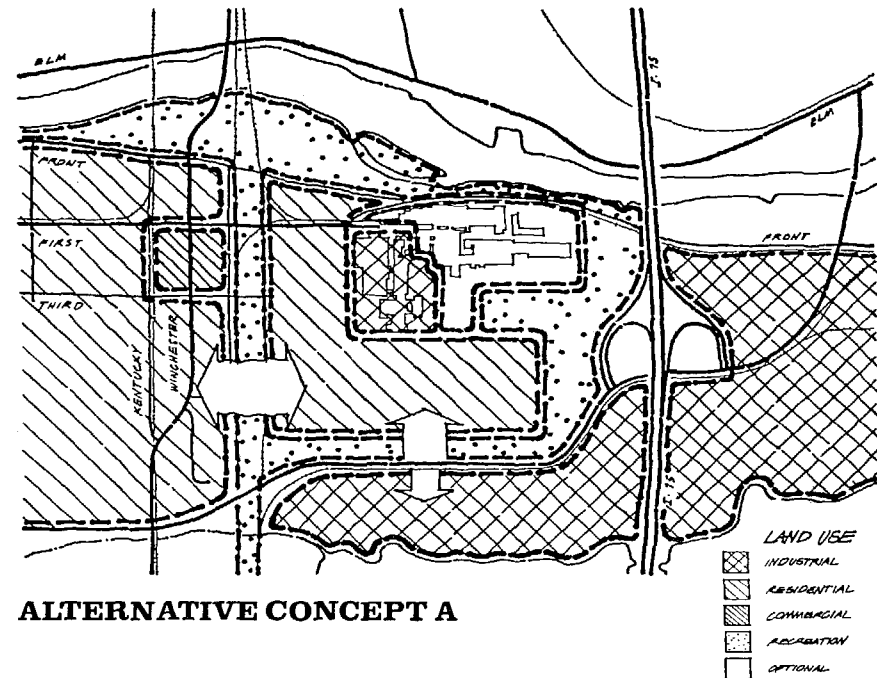
Documentation of these concepts provided for basic evaluation of the planning principles, public and private sector responsibilities, and implementation potentials by city officials and citizens through a series of public forum discussions. The concluding concept, therefore, represents a synthesis of the comments and considerations generated by the review process.

ALTERNATIVE CONCEPT A

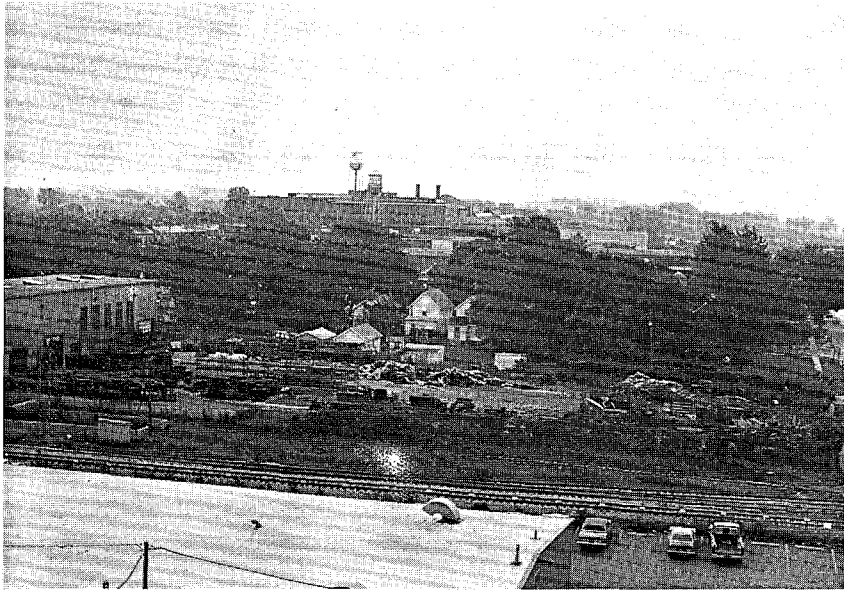
This concept represents the least ambitious approach to Gateway area development. As its major characteristics, this concept assumes that residential relocation will not be feasible and it will not be possible to significantly expand the Hellenberg Field area to provide for regional festival activities. The existing facilities at Hellenberg Field would remain and a one hundred slip marina would be added. Park land would be expanded to the east along the riverfront and then south to include the sludge lagoon area and provide a link to the Orchard East neighborhood. A similar link would be provided to the neighborhood on the west by removal of industrial uses in the railroad corridor and replacement with park development. Improvements to the commercial area would include consolidation of businesses into a new four block redevelopment area south of First Street and housing redevelopment and infill north of First Street.

It is not anticipated that the marina development would be sufficient by itself to attract significant additional support activities to the area. Therefore, reuse of the Consolidated Packaging facilities would probably tend toward nonrecreational related activities.

The major circulation improvement would be a new community entrance road south of Orchard East providing access to the residential neighborhood and the Port of Monroe Industrial Park.

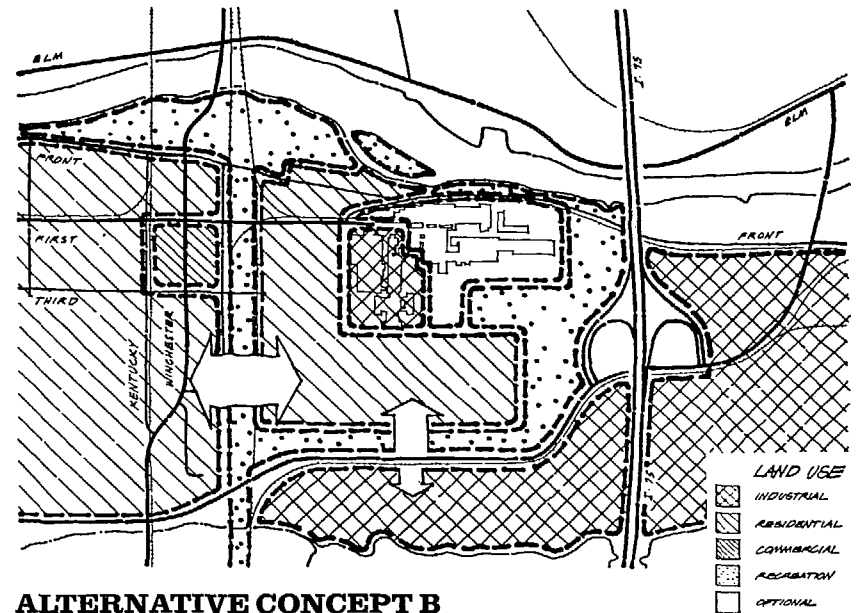


ALTERNATIVE CONCEPT A



ALTERNATIVE CONCEPT B

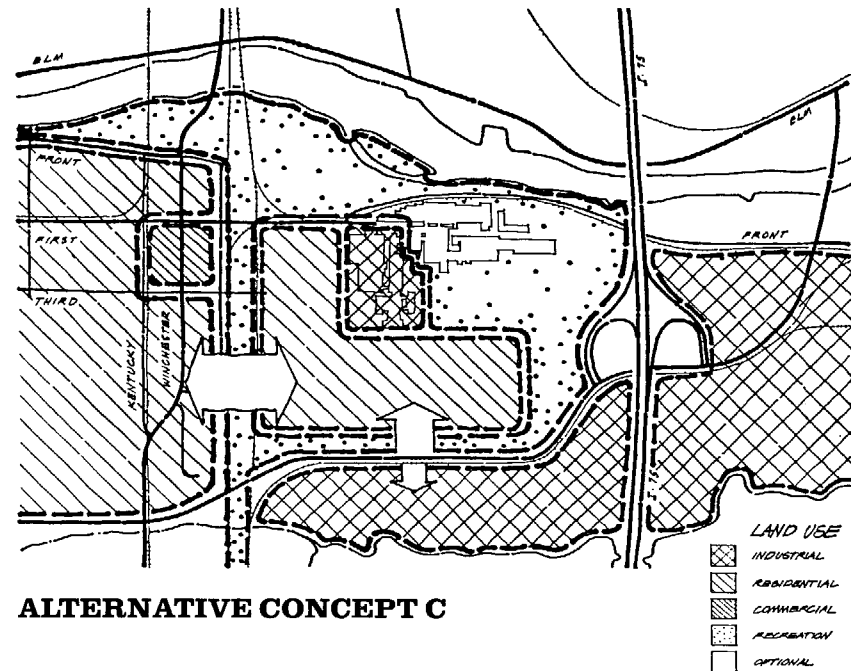
The major difference between this concept and Concept A is that relocation of residences north of Front Street would be accomplished to allow an expansion of the Hellenberg Field area. Such expansion would allow a doubling of the marina to approximately 200 slips, however, it would not provide sufficient land area for a regional festival site. With this alternative, reuse of a portion of the Consolidated Packaging Corporation facilities for modest recreation related activities might be feasible. Partial reuse for marine related activities such as sales, service and storage would seem most feasible. Other characteristics of this alternative with respect to land use and circulation remain essentially the same as Concept A.



ALTERNATIVE CONCEPT B

ALTERNATIVE CONCEPT C

This concept envisions a further expansion of the Hellenberg Field area through relocation of residences and closure of the western portion of Front Street to allow the creation of a regional festival site in addition to a 200 slip marina. This concept also recommends a significant reduction in through traffic on the eastern portion of Front Street to allow a more direct relationship between the Consolidated Packaging Corp. facilities and the riverfront recreation system. In this situation, a significant reuse of the facilities for recreation related activities would be feasible. In general, this concept expresses a major reorientation toward public identity with and use of the riverfront and represents the development potential most appropriate to establishing a regional recreation image for the Gateway area. Other characteristics of this alternative with respect to land use and circulation remain essentially the same as Concepts A and B.

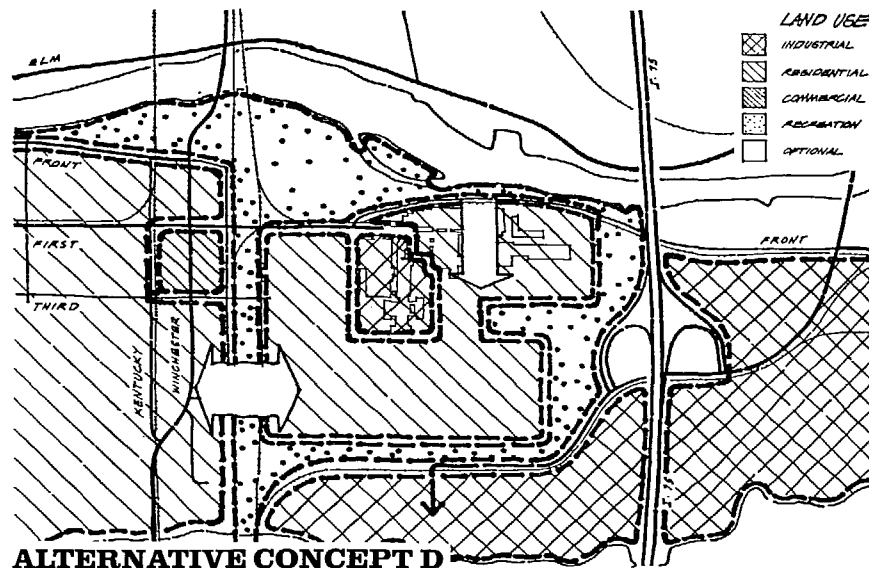


ALTERNATIVE CONCEPT C

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ALTERNATIVE CONCEPT D

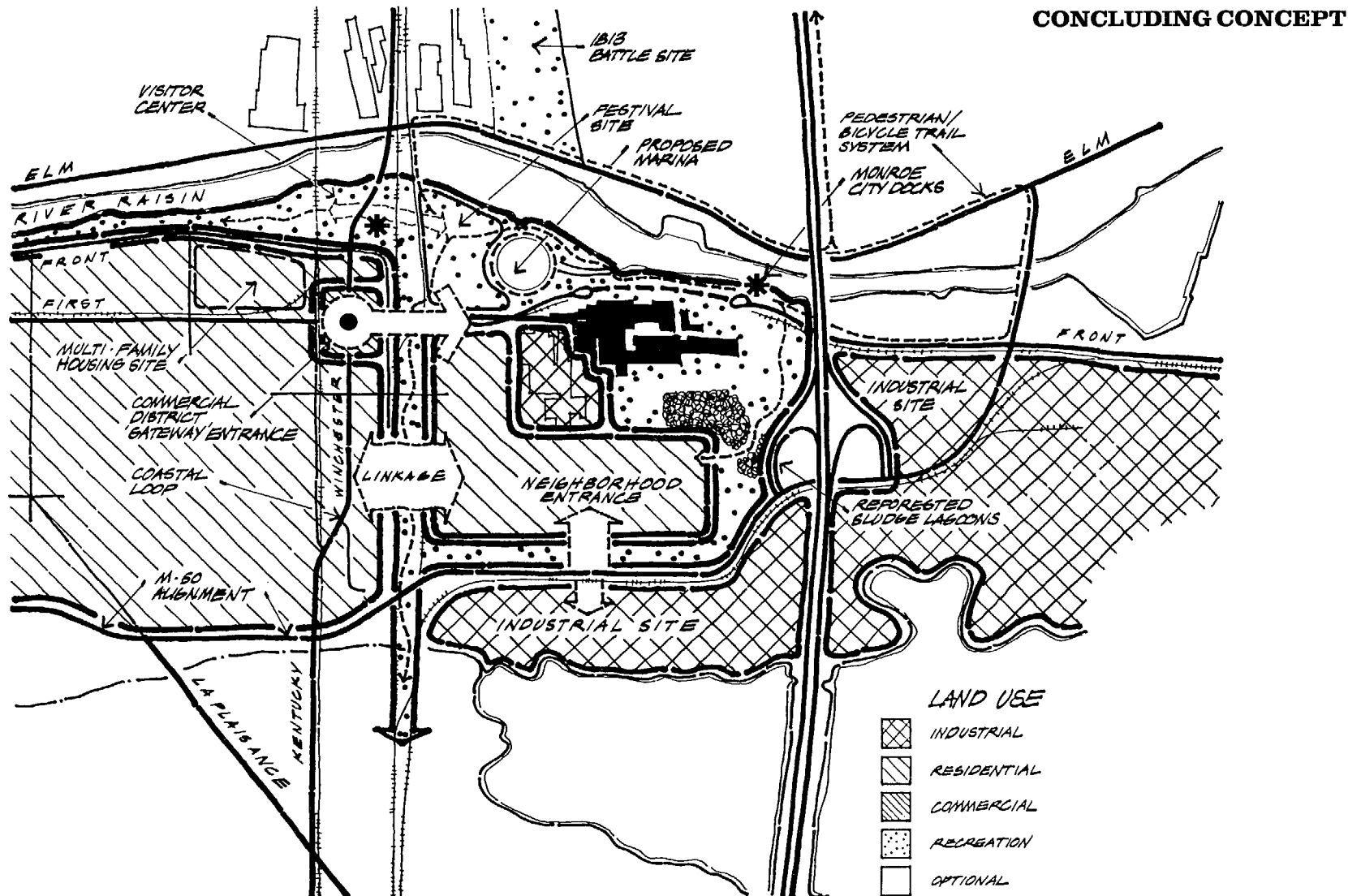
The major difference with this concept is that it assumes the new community entrance road south of Orchard East will not be feasible to construct. Accordingly, traffic on Front Street will remain heavy and it will continue to be a barrier between the community and the riverfront, thus limiting the reuse potential of the Consolidated Packaging Corp. facilities for recreation related activities. In order to develop appropriate identity and accessibility for the Orchard East neighborhood, this concept envisions expansion of residential uses into the Consolidated properties and creation of a new neighborhood entrance from Front Street. A small portion of the Consolidated facilities may be reused for entertainment and neighborhood commercial services related to the expanded population potential and the marina and festival site.



CONCLUDING CONCEPT

The concluding concept represents a synthesis of feedback comments generated by the review process and while it includes a combination of features of all the concepts it most closely reflects the characteristics and intent embodied in Concept C. The specific features include:

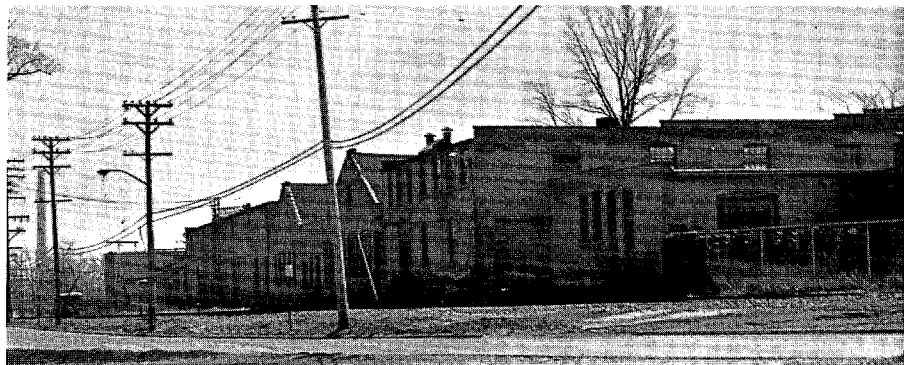
- Expansion of Hellenberg Field through relocation of residences and closure of Front Street to create a major marina and regional festival site.
- Expansion of public use of the riverfront eastward to Interstate 75.
- Reuse of the eastern portion of Front Street for local access and recreation parking by discouraging through traffic.
- Significant reuse of selected Consolidated Packaging Corp. facilities for recreation related activities.
- Use of the Consolidated Packaging Corp. residual lands and sludge lagoon areas for neighborhood recreation and open space preserve.
- A new community entrance road from the proposed Front Street interchange and a new landscaped entrance to the Orchard East neighborhood from the south.
- Removal of Magnimet Corporation and development of the railroad corridor as a common recreation and open space resource for both Orchard East residential areas.



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- Consolidation of commercial services in the Orchard East Commercial District to the four-block area south of First Street.
- Completion of the "coastal loop" by construction of a connector between Winchester and Kentucky Streets.

DEVELOPMENT PLAN



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The following long range development plan and discussion of individual plan components is a result of a series of meetings that led to development of the concluding concept described in the previous section.

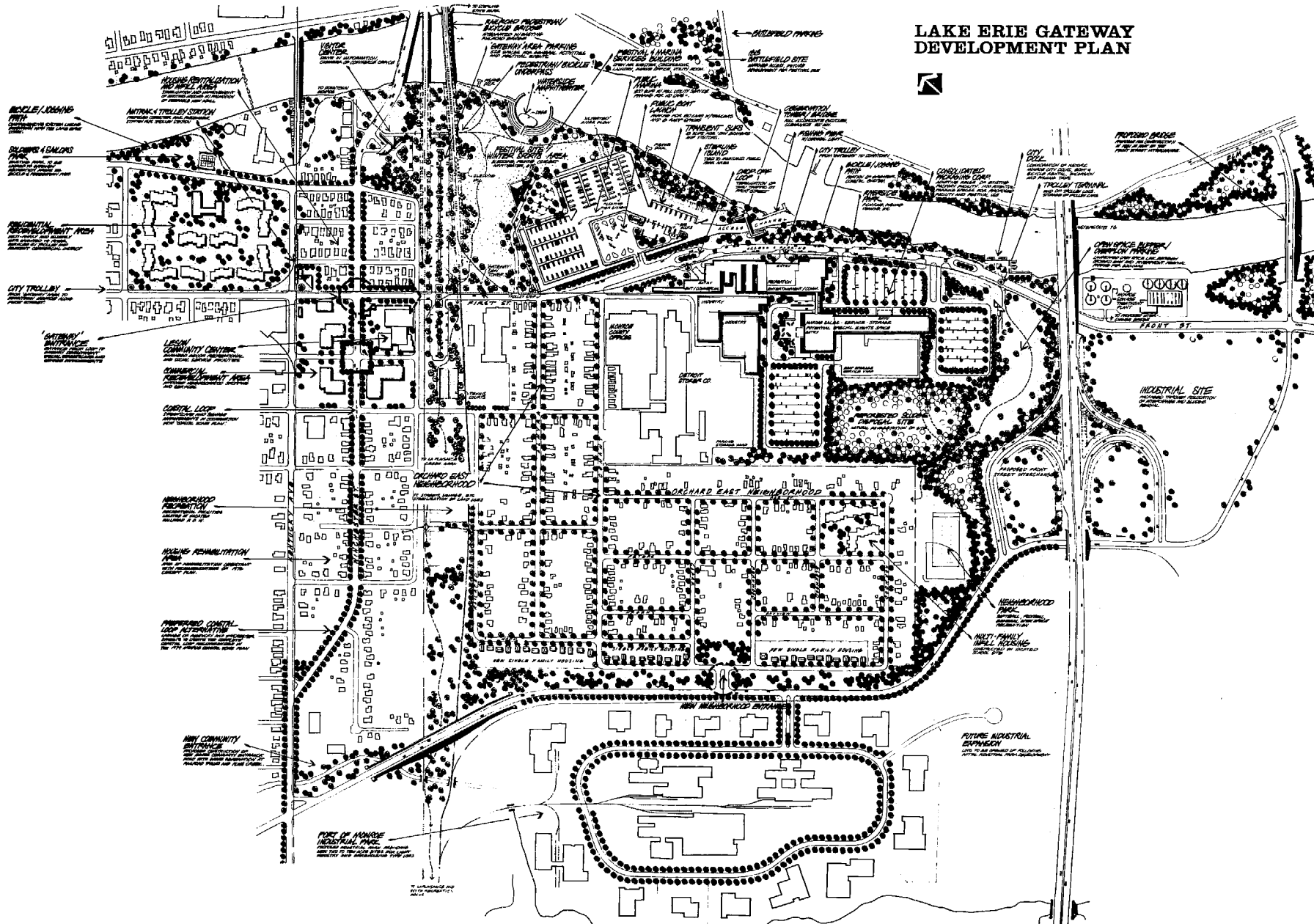
The plan is an illustrative representation of the ultimate form and character possible for the Lake Erie Gateway area. While the plan is purposely detailed to convey design intent, it should be considered only as a guide to long range development. The future is bound to bring changes in philosophy, requirements and opportunities therefore, flexibility is inherent in the plan to allow revisions as individual projects are funded and final design detailing is accomplished.

Similarly, the complexity of public/private decisions and actions necessary to implement the plan will continually be subject to scrutiny and revision.

The basic components of the plan are organized and presented herein as follows:

- Circulation System Improvements
- Hellenberg Field Improvements
- River Edge Improvements
- Consolidated Packaging Property Improvements
- Orchard East Neighborhood Improvements
- River Raisin Battle Site Improvements
- Port of Monroe Improvements

LAKE ERIE GATEWAY
DEVELOPMENT PLAN



90 | DESIGN DETERMINANTS

CIRCULATION SYSTEM IMPROVEMENTS

Front Street Interchange and Bridge: This project includes removal of existing entrance and exit ramps at Interstate 75 and construction of a new ramp system south of the River Raisin. Also included is a new entrance road to the Port of Monroe and a bridge over the river connecting Front Street and Elm Street.

Community Entrance: This project includes construction of a new road from the reconfigured Front Street interchange on a westward alignment south of the Orchard East neighborhood to a connection with Kentucky Street and a potential further extension to South Monroe Street.

Neighborhood Entrance: This project includes construction of a new entrance to the Orchard East neighborhood from the proposed community entrance road. Also included in construction of a new east-west road within the neighborhood linking the entrance to Conant, Clark, Fernwood and Norwood Streets.

Coastal Loop Connector: This project consists of a new road linking Winchester Street in the vicinity of Sixth Street to Kentucky Street to complete the Coastal Loop circulation system.

Front Street Revisions: This project includes revisions to the existing roadway to discourage through traffic with construction of drop-off loops at each end, the provision of on street parking, and narrowing the pavement at selected pedestrian crossing areas.

City Trolley Service: This project includes construction of necessary trackage and right-of-way improvements to establish a trolley-line between downtown Monroe (Loranger Square) and the Lake Erie Gateway area. Also included in construction of a series of trolley stops at the Orchard East Commercial area, the marina,

the renovated Consolidated Packaging buildings, and the Gateway area parking facilities. The Amtrak and Trolley Station is described under Orchard East Commercial Improvements and the Trolley Terminal is described under River Edge Improvements.

HELLENBERG FIELD IMPROVEMENTS

Residential Relocation: This project includes relocation of residents and removal of structures on Front Street adjacent to Hellenberg Field, within the railroad corridor between Front and First Streets, and on First Street east of the railroad corridor.

Front Street Removal: This project includes complete removal of old Front Street between Eastchester Street and new Front Street to allow expansion of the Hellenberg Field site area.

Public Marina: The marina consists of 200 seasonal slips and 18 transient slips for short term dockage by visitors. Components will include complete wet-side utilities, a floating pier system, gas dock, and parking for 100 cars. Public access will be available to the marina edge for viewing of boats, however, public access to the piers will be controlled for privacy and security of marina residents and their boats.

Public Boat Launch: The launch will replace the existing boat launch to be removed for construction of the marina and will double the capacity to 8 launch lanes and parking for 80 vehicles with trailers. A separate controlled entrance will be provided from Front Street to isolate the launch operation from the marina.

Festival Site/Winter Sports Area: This project includes construction of a six acre year-round recreation area to accommodate large numbers of people for seasonal festivals such as the "Old

Frenchtown Days" celebration and winter sports activities such as sledding, tobogganing, and cross country skiing.

Festival and Marina Services Building: This building is intended to be the main control facility for both the public marina operation and festival and winter sports activities. Containing approximately 4,000 square feet, the building will include concessions, laundry facilities, control office, public restrooms and showers, and an open air shelter space.

Sterling Island Picnic Area: This project includes landscaping, construction of pedestrian/bicycle trails, shoreline stabilization, and installation of equipment to create a family park and picnic area on Sterling Island. Basic reconfiguration of the island will include marina construction on the south side and an earth embankment connection to the mainland on the west end.

Waterside Amphitheater: This project includes construction of an amphitheater and performance stage integral with the shoreline as a main focus of the festival area. Summer activities may include concerts, shows, and other performances, while the controlled water basin may be used for ice skating in the winter.

Observation Tower and Bridge: This structure will allow a pedestrian/bicycle connection over the marina channel between Sterling Island and the mainland. The proposed clearance of 22' is the same as the proposed roadway bridge east of I-75. The observation tower, which will be an integral part of the bridge structure will provide viewing of the marina and entire river shoreline.

Fishing Pier: The main pier, located at the mouth of the marina channel, will allow public access for land based fishing. A feature of the pier will be a channel light to guide night navigation.

Gateway Parking: This project includes construction of a major parking area within the railroad corridor for over 500 cars. The parking is intended for festival events and general recreational activities as well as satellite parking for the trolley connection to downtown.

Pedestrian/Bicycle Trail: This project consists of the Hellenberg Field portion of a communitywide riverfront system of pedestrian and bicycle circulation. The project also includes construction of two underpasses at the railroad corridor.

Visitor Center: This building, located on the Coastal Loop, will contain approximately 2,500 square feet and is intended as a drive-in information dissemination and hospitality center for visitors to the Lake Erie Gateway and Monroe Coastal area. The center may also house future offices of the Chamber of Commerce.

Gateway Sign Tower: This project involves construction of a tall tower on First Street adjacent to the marina that will display the Lake Erie Gateway symbol. As a skyline focus and identification point, the tower will be visible from the Coastal Loop.

RIVER EDGE IMPROVEMENTS

Riverside Park: This project consists of removal of existing structures and development of picnic facilities and fishing docks for family recreational use.

Bicycle/Pedestrian Trail: This project consists of the River Edge portion of a communitywide riverfront system of pedestrian and bicycle circulation.

City Dock: The City Dock is intended as an active riverfront focal area consisting of dockage space for excursion and fishing

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boat charters. The control building will include bait and tackle concessions, bicycle rentals, and boat rentals.

Trolley Terminal: The terminal, located adjacent to the City Dock, will be the easternmost end of the trolley line to downtown Monroe, and will include a storage and maintenance building for the trolley.

CONSOLIDATED PACKAGING PROPERTIES

Selected Demolition: This project consists of demolition of 29 buildings and additions totaling approximately 120,000 sq. ft. of floor area.

Building Renovation: This project consists of renovating the remaining buildings totaling approximately 816,700 square feet of floor area. Recommended uses include 202,600 square feet of entertainment and special commercial activities, 26,000 square feet of indoor recreation activities, 517,400 square feet of light industrial and 70,700 square feet of marine related activities such as sales and service or storage, or special events such as boat shows, antique fairs, etc.

Gateway Parking: This project consists of construction of major parking facilities for approximately 1,100 cars for proposed building uses and for special events in conjunction with the festival site.

Open Space Buffer: This project includes development of landscaped open space adjacent to Interstate 75 to provide an appropriate community entrance image and a pedestrian/bicycle link between the riverfront and Orchard East neighborhood. The area may also serve as a 600 car overflow parking opportunity for festival site activities.

Stabilize/Reforest Sludge Lagoons: This project includes placement of a minimal earth cover and landscaping of the existing sludge lagoons to encourage reforestation as a natural preserve and neighborhood buffer.

ORCHARD EAST NEIGHBORHOOD IMPROVEMENTS

Relocated Industrial Uses: This project includes relocation of Magnimet Corp. and other industrial uses located within the railroad corridor to the Port of Monroe or other properties suitable to the requirements of the operations.

Streetscape Improvements: This project consists of continued improvements within the street rights-of-way including storm sewer installation, curb and gutter, paving, sidewalk construction, and tree planting to improve the character and image of the neighborhood.

Housing Rehabilitation: This project consists of continued emphasis on rehabilitation of solid housing stock consistent with the recommendations of the 1976 neighborhood concept plan.

New Single Family Residences: This project consists of developing opportunities for construction of new single family residences along the southern edge of the neighborhood

New Multiple Family Housing: This project consists of construction of new multiple family housing units on the site of the existing school at the corner of Glenwood and Oak Streets. Construction of the new units will require demolition of the existing school building.

Neighborhood Park - East: This park is an extension of the open space buffer on the Consolidated Packaging property and completes the open space link between the riverfront and the neighborhood. Activities provided within the park may include softball, football, and general open space recreation. The landscaped character of the park will be extended westward as a buffer between the neighborhood and the new community entrance and will provide a link to the neighborhood park - west.

Neighborhood Park - West: This park will be developed within the railroad corridor following relocation of the existing industrial facilities. The park will include softball diamonds, tennis courts, open play area, and landscaping. Because of its location, this park will become the common unifying element for the presently separated east and west Orchard East residential areas.

ORCHARD EAST COMMERCIAL DISTRICT

Remove Residences: This project consists of relocation of residents and removal of residential structures within a four block area on either side of Winchester Street south of First Street.

Remove Commercial Structures: This project consists of removal of existing commercial and other nonresidential structures and uses within the housing revitalization area on either side of Winchester Street north of First Street.

Commercial Redevelopment: This project consists of the construction of new commercial buildings for consolidation of all non-residential uses within the four block area south of First Street.

Residential Redevelopment: This project consists of a multiple-family and elderly housing development oriented to the riverfront Soldier's and Sailor's Park west of Kentucky Avenue.

Community Center Improvements: This project involves expansion of the Lesow Community Center to provide increased indoor recreation facilities and social services consistent with the 1976 neighborhood concept plan.

Amtrak and Trolley Station: This station would be the main Monroe stop for the proposed Amtrak passenger rail service between Detroit and Toledo. In addition, it would serve as the Orchard East stop for trolley service between downtown and riverfront activities to the east.

Coastal Loop Improvements: This project consists of general streetscape improvements to Winchester Street including plantings and graphics to develop a consistent coastal loop identity.

Gateway Entrance: This project includes special streetscape improvements to First Street as the main entrance to the Gateway area from the Coastal Loop.

RIVER RAISIN BATTLE SITE IMPROVEMENTS

Interpretive Development: This project consists of battle site reconstruction and interpretive facilities for public display.

Battle Site Parking: This project consists of construction of a parking area east of Detroit Street for the use of battle site visitors.

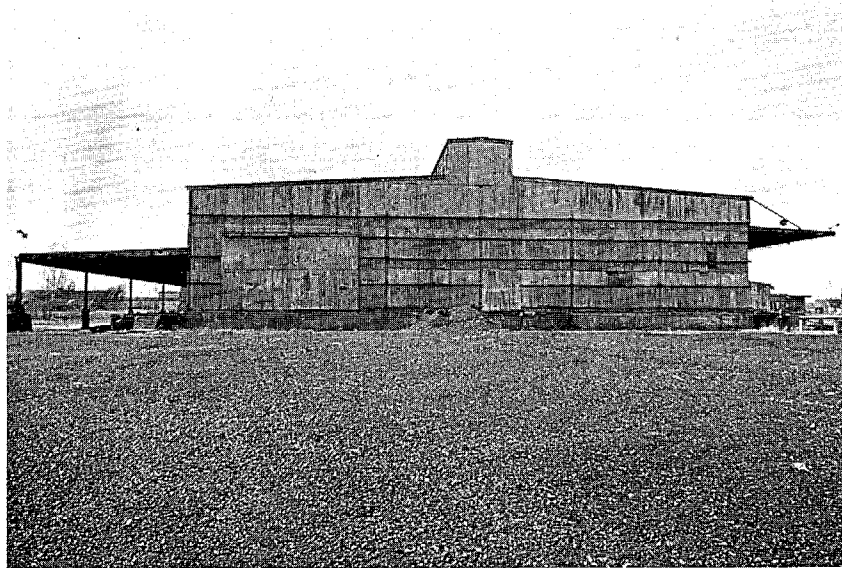
Pedestrian/Bicycle Bridge and Trail: This project consists of construction of a pedestrian and bicycle system from the Hellenberg Field Festival Site to the historic battle site and includes a bridge integrated into the structure of the existing railroad bridge and a trail system along Elm Street.

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PORT OF MONROE IMPROVEMENTS

Industrial Park: This project involves construction of an industrial park south of the new community entrance providing two to ten acre sites for light industrial and warehousing type uses with direct railroad and highway access

East Industrial Site: This project includes reclamation of the existing sludge lagoons east of Interstate 75 and packaging of the site for industrial development.



COASTAL SIGNAGE AND GRAPHICS SYSTEM



Signage requirements for the Monroe Coastal Area has an impact on and applicability to a broad range of existing facilities and signage systems. It is clear that the evolving nature of the Monroe Coastal Area demands a signage system with the flexibility to accommodate changes in existing facilities and the construction of new facilities as portions of longer term area development.

The design and development of such a signage concept and system provides a significant element for identifying and unifying the four major focus areas within the Monroe Coastal Area as follows:

North Coast including recreational activities at Sterling State Park and other coastal areas north of the River Raisin.

South Coast including recreational activities at Bolles Harbor and other existing and proposed coastal areas south of the River Raisin.

Historic Monroe including shopping, cultural, and historic activities in downtown Monroe and adjacent residential areas.

Monroe Landing including recreational activities associated with the River Raisin and the Lake Erie Gateway area.

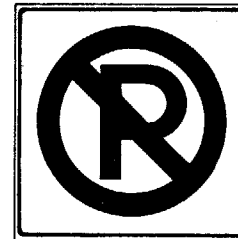
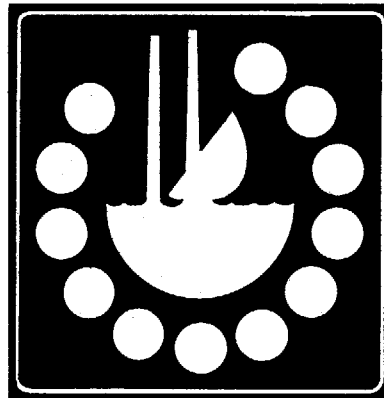
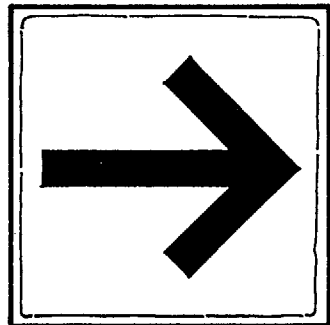
SYSTEM CONCEPT

The information system for the Monroe Coastal Area is intended to provide information at a variety of levels over a wide area. To accomplish this goal effectively, use must be made of the existing communications and information networks. Radio advertising, statewide Chamber of Commerce brochure distribution, and interstate highway signage and tourist information areas, for signage and tourist information areas, for example, can be used to

used to fill much of the need for promotion and information beyond the limits of the coastal area itself.

Signage begins to play an image making role in regional promotion, then becomes more of a directional system in the coastal area and finally performs an interpretive function at the various activity centers. Graphic consistency and identification is of utmost importance in establishing an image and reputation for the entire area as a unified resource. Accordingly, the system concept features a distinctive symbol, unique to the area, as a consistent element of all individual signs and promotional materials. The abstracted symbol representing a shared use of the coast by industry and recreation is suggestive of Monroe's industrial economy heritage and tremendous coastal recreational potential.

GRAPHICS AND
SIGNAGE SYSTEM
MONROE COASTAL AREA



ABCDEFGHIJ
KLMNOPQRST
UVWXYZ
abcdefghijkl
mnopqrstuvw

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SYSTEM COMPONENTS

The recommended signage system is composed of a hierarchy of informational, directional, and interpretive sign types as follows:

Regional Approach Signage: In addition to coordinating information and formats with existing interstate highway signage systems, a limited number of billboards may be used along major regional routes to provide basic identification of the Monroe Coastal Area.

State Highway Approach Signage: This type of signage may provide basic information on special events, activities occurring in the area.

Primary Information Signage: This type presents the first information on the four components of the Monroe Coastal Area.

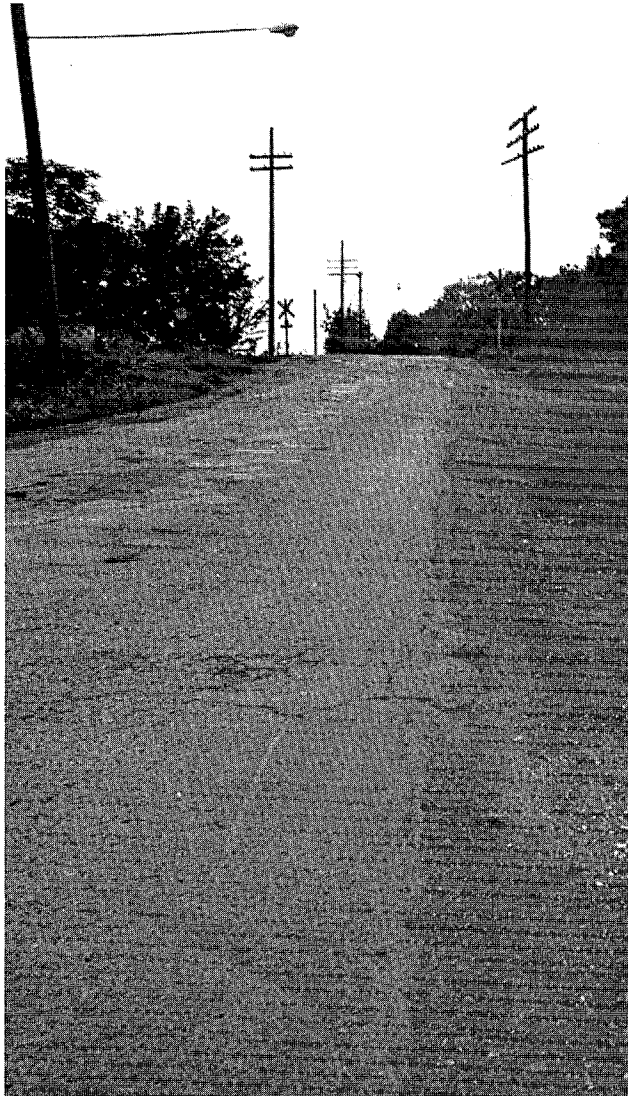
Major Destination Point Signage: This sign type will display site specific detail information on services and activities available within the particular focus area.

Water Approach Signage: This sign type will display information specific to marine traffic such as channel depths, bridge clearances, and dockage and fueling facilities.

Route Markers: Color coded route markers will be used to identify major vehicular, pedestrian, and bicycle routes and interpretive trails.

Traffic Control Signage: This sign type will provide regulatory information such as parking restrictions, identification of snow routes, speed limits, etc.

PLAN IMPLEMENTATION



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INSTITUTIONAL REQUIREMENTS

The major institutional factor to be considered in the long range development of the Lake Erie Gateway area is the various levels of governmental regulation over land use and construction activities. Specifically, these regulations include environmental impact review, flood plain, and such regulatory statutes as the Clean Water Act, Great Lakes Submerged Lands Act, Inland Lakes and Streams Act, Soil Erosion and Sedimentation Control Act, and the Michigan Environmental Protection Act.

Environmental Impact Review: Certain projects within the Lake Erie Gateway area may require an environmental impact assessment and, in some cases, where there are major changes in land use, may require an environmental impact statement. In some cases projects may wholly or in part require federal funding and carry the resultant requirement for environmental impact review.

Flood Plain Management Requirements: Specific review and approval of the Michigan Department of Natural Resources is required for any construction within the River Raisin flood plain.

Clean Water Act: Under Section 404 of the Act, the U.S. Army Corps of Engineers has responsibility to regulate the placement of dredged or fill materials or other structures within the lakes, rivers and other waters.

Great Lakes Submerged Lands Act (Act 247 of PA of 1955 as amended): This Act authorizes the Michigan Department of Natural Resources to regulate public and private uses of the waters over submerged lands and lands that may have been submerged at sometime. Filling alteration, or building upon such lands is prohibited without a permit from the MDNR.

Inland Lakes and Streams Act (Act 346 of PA of 1972 as amended): This Act requires that a permit must be obtained from the MDNR to alter a stream or inland lake bottomland including dredging or filling, construction or alteration of a structure on bottomland, construction of a marina, interference with the natural flow of a stream, and any activity which connects a channel, canal, or ditch to an existing inland lake or stream.

Soil Erosion and Sedimentation Control Act (Act 347 of PA of 1972): This Act requires erosion control measures for "earth change" activities. A county permit program governs private activities. Monroe can authorize its own public projects as an Authorized Public Agency.

Michigan Environmental Protection Act (Act 118 of PA of 1972): This Act provides citizens with standing in the courts to prevent pollution, impairment, or destruction of air, water, or other environmental features through court proceedings.

ZONING CONSIDERATIONS

Since the Lake Erie Gateway area is currently developed and very little vacant land exists, with the exception of the Port of Monroe property south of the Orchard East neighborhood, the existing zoning is, for the most part, descriptive rather than prescriptive reflecting the uses that exist rather than the uses that are most appropriate for long term development.

Existing major zoning districts within the area include single family residential, multiple family residential, commercial, light industrial and heavy industrial. The isolation of the Orchard East residential neighborhood from the remainder of the community by industrial uses is readily apparent on the existing zoning map.

The proposed Lake Erie Gateway Development Plan is reflected by the proposed reorganization of zoning districts. The most obvious changes include removal of the industrial classification within the railroad corridor and suggested re-zoning to single family residential, as well as reclassification of all other heavy industrial designations to light industrial or industrial/commercial with the exception of lands east of Interstate 75. The reclassification to light industrial is intended to encourage development of a more diverse industrial base normally associated with industrial park type development and discourage heavy manufacturing facilities such as paper mills, steel mills, chemical plants, etc.

Recommended changes also include consolidation of the commercial zoning in the Orchard East Commercial area. South of First Street, and re-zoning to single family residential north of First Street, as well as, re-zoning of existing industrial and multiple family districts to single family south of Fifth Street.

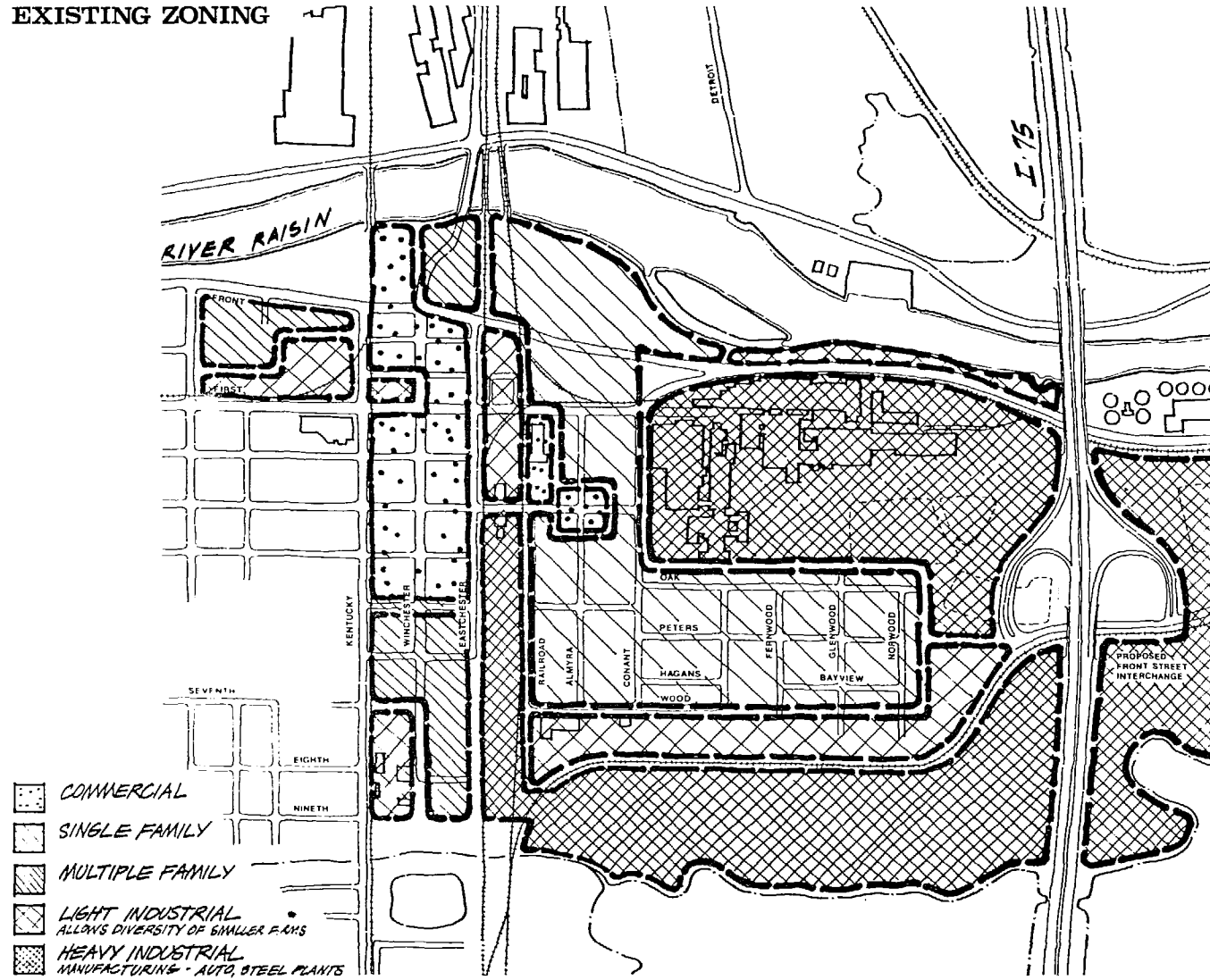
In addition, it is recommended that the southern portion of the residential redevelopment area west of Kentucky Avenue be re-zoned from light industrial to multiple family residential.

With the exception of the Consolidated Packaging Corp. properties all re-zonings can be accomplished within the existing district classifications of the Monroe Zoning Ordinance. To accommodate the multiple use nature of the proposed Consolidated facility however, it is recommended that a new planned unit development type district be developed to allow a creative mixing of commercial, industrial, and recreational activities within the renovated buildings.

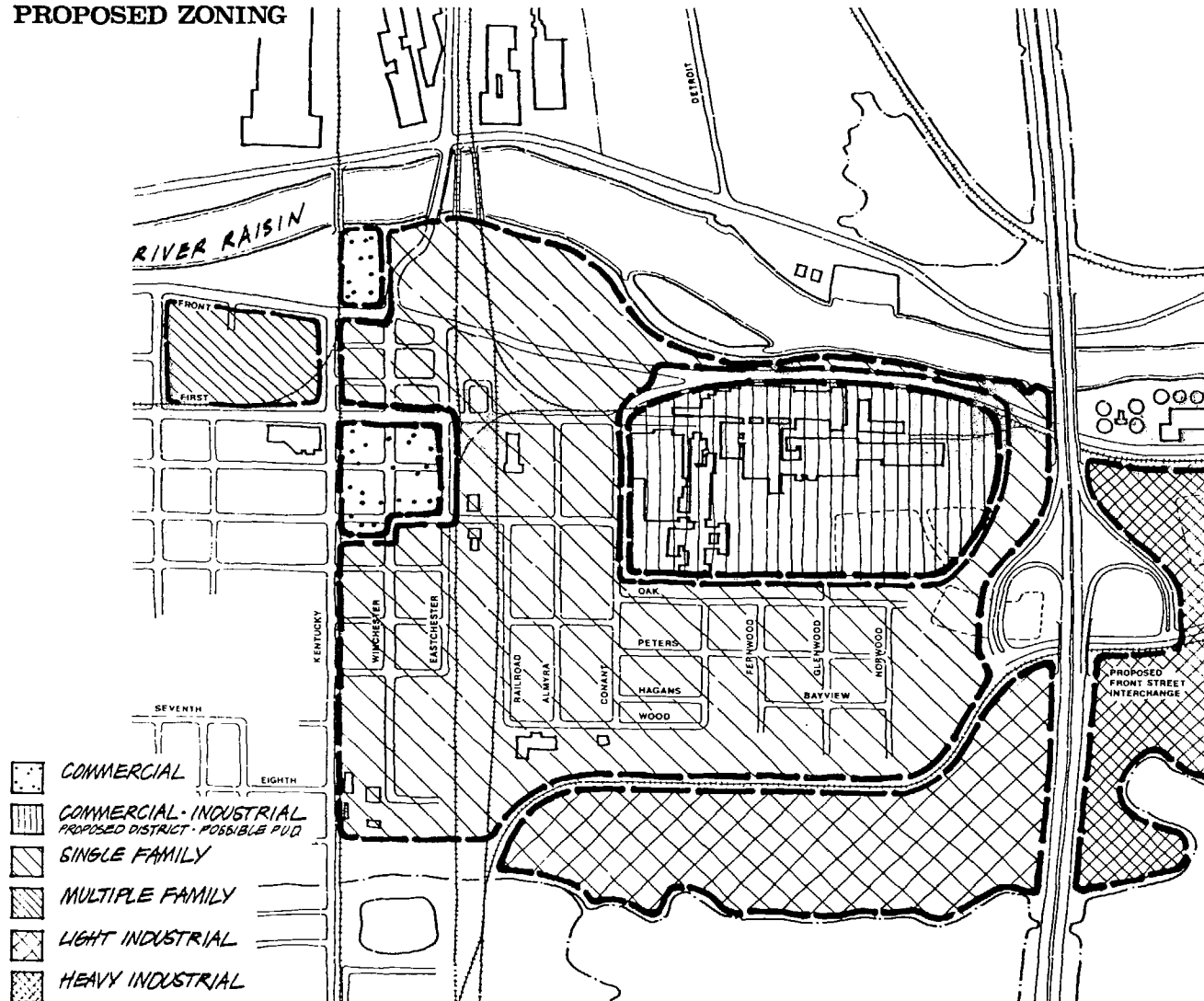


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EXISTING ZONING



PROPOSED ZONING



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AGENCY ROLES

Ten different agencies are identified as having a role in implementation of the Lake Erie Gateway Development Plan. The involvement of agencies in specific projects can be determined from the implementation chart that follows this description of agency roles. The plan requires that most of the implementation effort come from local government agencies. State and Federal involvement is mainly of a supportive nature, although in the case of some projects, nonlocal action will be extremely important (e.g. potential redevelopment of the Hellenberg Field area by the Corps of Engineers). The following comments highlight the basic overall roles of each agency in the implementation of the plan.

Local

City of Monroe: The City of Monroe has the major role in implementing the projects comprising the plan. The city is identified either singly or jointly as the implementing agency for 28 public projects, and 8 projects involving joint responsibility of public and private interests, such as marina development, shared parking facilities, industrial and commercial relocation, city dock development, and the visitor center. In addition the city will have a major promotional and facilitating role in 7 private projects, including Consolidated Packaging facilities demolition and renovated, housing rehabilitation and redevelopment, and commercial redevelopment. In total the city will be involved in 44 of the 49 projects comprising the Lake Erie Gateway area.

Port of Monroe Commission: The Port of Monroe Commission is clearly the implementing agency on two projects within the Port properties, including development of the proposed industrial park west of Interstate 75 and development of the Consolidated Pack-

aging property east of Interstate 75. In addition, the Port Commission may participate with the city in promoting and facilitating the relocation of Magnimet Corporation.

Monroe Economic Development Corporation: The MEDC is identified as managing, in conjunction with the City of Monroe, 3 private projects and 2 joint public-private projects involving demolition, renovation, and site improvements for reuse of the Consolidated Packaging facilities, and clearance and redevelopment of commercial facilities in the Orchard East Commercial area.

State

Monroe County: Monroe County is identified as a participating agency with the Michigan History Division in the interpretive development of the River Raisin Battle Site.

County

Michigan Department of Natural Resources: The MDNR is identified as a potential implementing agency on two projects, public marina construction by the Waterways Division, and possible active involvement in stabilization and reforestation of the sludge lagoons. In any case, the MDNR is also likely to be a participant in other projects through its responsibilities in environmental regulation and land resource management.

Michigan Department of Transportation: The MDOT will be the implementing agency for the Front Street interchange reconstruction. In addition, the MDOT is a potential implementing agency for the proposed community entrance road if the results of their M-50 corridor study concurs with that routing.

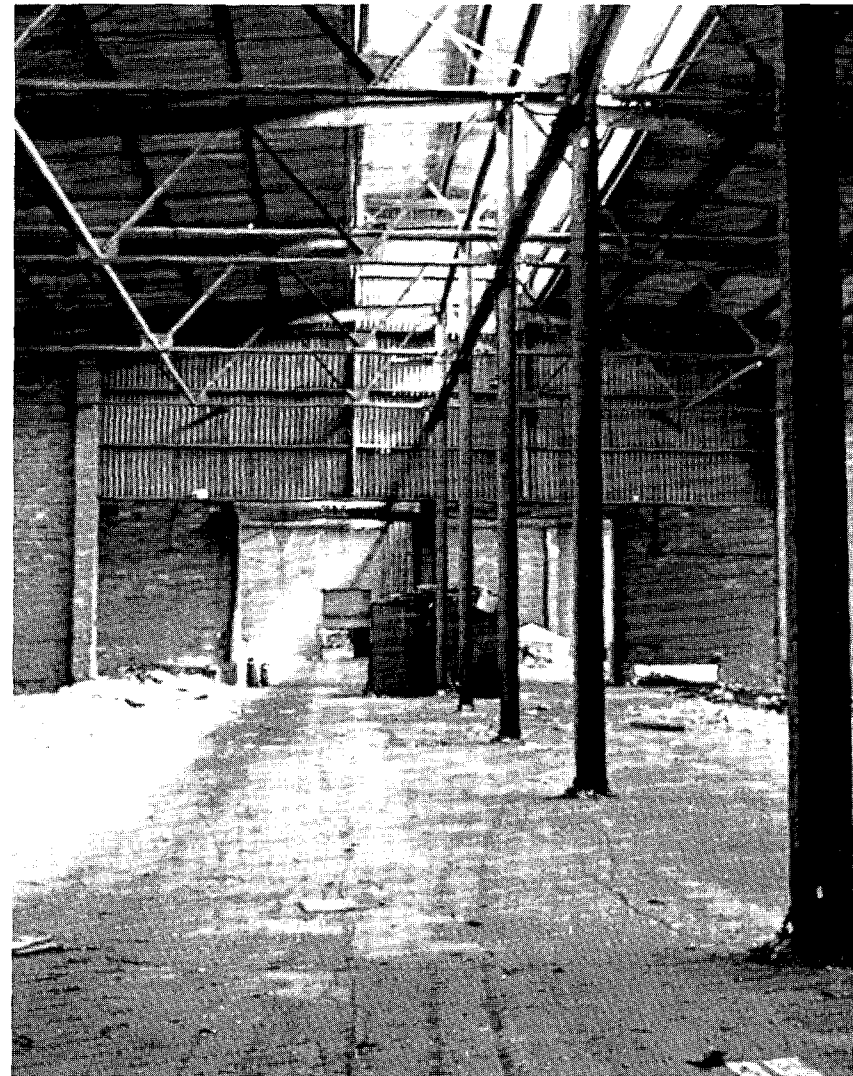
Michigan State Housing Development Authority: The MSHDA is identified as a participating implementing agency on 3 projects in the Orchard East Neighborhood involving housing rehabilitation, new single family residences, and new multiple family units. In addition, MSHDA involvement is identified for the residential redevelopment project adjacent to the Orchard East Commercial Area.

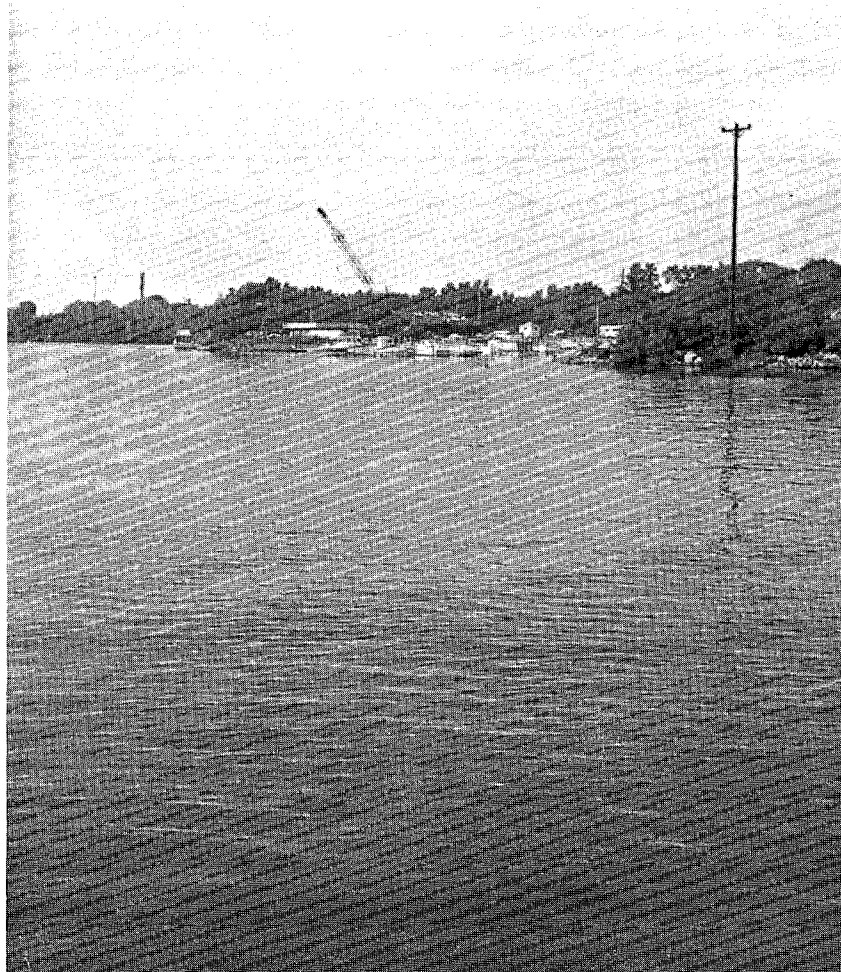
Michigan History Division: The Michigan History Division is identified as a participating agency with Monroe County in the interpretive development of the River Raisin Battle Site.

Federal

U.S. Army Corps of Engineers: The Corps is identified as the sole implementing agency in the relocation of residents adjacent to Hellenberg Field. In addition, the Corps is a potential implementing agency for the Hellenberg Field recreation improvements in conjunction with their relocation project.

Department of Housing and Urban Development: HUD is identified as a participating implementing agency for 5 projects, including housing rehabilitation in the Orchard East neighborhood and residential removal, commercial structures removal, residential redevelopment, and community center improvements in the Orchard East Commercial Area.





IMPLEMENTATION STRATEGY

The following descriptions and criteria relate to the accompanying implementation chart and are intended as a basic evaluation for each project comprising the Lake Erie Gateway Development Plan.

Implementing Agency: Each project will be implemented by one or more public agencies as follows:

- A** City of Monroe
- B** Port of Monroe Commission
- C** Monroe Economic Development Corporation
- D** Monroe County
- E** Michigan Department of Natural Resources
- F** Michigan Department of Transportation
- G** Michigan State Housing Development Authority
- H** Michigan History Division
- I** U.S. Army Corps of Engineers
- J** Department of Housing and Urban Development

Public Improvements: Projects involving construction of public facilities or infrastructure (e.g. road improvements, recreation sites, service facilities).

Private Improvements: Projects which provide opportunities for private investments in business enterprise. In the context of private improvements "Implementing Agency" should be understood to be the agency with the major role of facilitating the particular private improvement.

Public Acquisition Required: Projects which require land or facilities acquisition by local, state, or federal agencies to accomplish construction activities.

Demolition Required: Projects which require demolition and clearance of structures to accomplish new construction activities.

Cost: The estimate construction and administration costs to accomplish the project based on 1980 Construction Indexes.

- A** Projects under \$50,000
- B** Projects between \$50,000 and \$100,000
- C** Projects between \$100,000 and \$250,000
- D** Projects between \$250,000 and \$500,000
- E** Projects between \$500,000 and \$1,000,000
- F** Projects over \$1,000,000

Priority: Priority refers to the relative importance of each improvement project to the overall implementation of the Lake Erie Gateway Development Plan.

- A** Necessary Improvements - The project cannot be deleted without seriously impairing the achievement of overall plan objectives.
- B** Important Improvements - The project is not essential to achievement of overall plan objectives, but without the project area development benefits are diminished.

- C** Desirable Improvements - The project contributes to the overall coastal development plan, but its deletion would not significantly reduce the plan effectiveness.

In this context, priority can be considered synonymous with phasing in that the necessary improvements should generally be accomplished in initial phases to the extent possible.

Prerequisite Projects: Projects, identified by number, that must be accomplished before construction of the listed project is possible. For instance, the Front Street Interchange and the Community Entrance (projects 1 and 2) must be constructed before the Neighborhood Entrance (project 3) can be constructed.

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PROJECT IMPLEMENTATION

CIRCULATION SYSTEM IMPROVEMENTS

1. Front Street Interchange and Bridge
2. Community Entrance
3. Neighborhood Entrance
4. Coastal Loop Connector
5. Front Street Revisions
6. City Trolley Service

	Implementing Agency	Public Improvement	Private Improvement	Public Acquisition Required	Demolition Required	Cost	Priority	Prerequisite Projects
1.	F	■		■		F	A	
2.	A-F	■				F	A	1
3.	A	■				B	A	1-2
4.	A	■		■		E	A	
5.	A	■				C	B	1-2
6.	A	■				-	B	

HELLENBERG FIELD IMPROVEMENTS

7. Residential Relocation
8. Front Street Removal
9. Public Marina
10. Public Boat Launch
11. Festival Site/Winter Sports Area
12. Festival and Marina Services Building
13. Sterling Island Picnic Area
14. Waterside Amphitheater
15. Observation Tower and Bridge
16. Fishing Pier
17. Gateway Parking
18. Pedestrian/Bicycle Trail
19. Visitor Center
20. Gateway Sign Tower

7.	I	■		■	*	F	A	
8.	A-I	■				A	A	
9.	A-E-I	■	●			F	A	7-8-10
10.	A-I	■				D	A	7-8
11.	A-I	■				B	A	7-8-17-27
12.	A	■	●			D	B	7-8
13.	A-I	■				A	C	
14.	A-I	■				C	B	
15.	A-I	■				C	A	
16.	A-I	■				A	B	
17.	A	■		■		D	A	7-8
18.	A	■				A	A	
19.	A	■	●			C	A	
20.	A	■				A	C	

RIVER EDGE IMPROVEMENTS

21. Riverside Park
22. Bicycle/Pedestrian Trail
23. City Dock
24. Trolley Terminal

21.	A	■		■	*	B	A	
22.	A	■		■		B	A	
23.	A	■	●	■	*	C	B	
24.	A					B	B	

PUBLIC ■ PRIVATE ●

PROJECT IMPLEMENTATION

CONSOLIDATED PACKAGING PROPERTIES

- 25. Selected Demolition
- 26. Building Renovation
- 27. Gateway Parking
- 28. Open Space Buffer
- 29. Stabilize/Reforest Sludge Lagoons

ORCHARD EAST NEIGHBORHOOD

- 30. Relocate Industrial Uses
- 31. Streetscape Improvements
- 32. Housing Rehabilitation
- 33. New Single Family Residences
- 34. New Multiple Family Housing
- 35. Neighborhood Park - East
- 36. Neighborhood Park - West

ORCHARD EAST COMMERCIAL

- 37. Remove Residences
- 38. Remove Commercial Structures
- 39. Commercial Redevelopment
- 40. Residential Redevelopment
- 41. Community Center Improvements
- 42. Amtrak and Trolley Station
- 43. Coastal Loop Improvements
- 44. Gateway Entrance

RIVER RAISIN BATTLE SITE

- 45. Interpretive Development
- 46. Battle Site Parking
- 47. Pedestrian/Bicycle Bridge and Trail

PORT OF MONROE

- 48. Industrial Park
- 49. East Industrial Site

	Implementing Agency	Public Improvement	Private Improvement	Public Acquisition Required	Demolition Required	Cost	Priority	Prerequisite Projects
A-C			●		*	E	A	
A-C			●			F	A	25
A-C	■		●			D	A	
A	■				*	A	B	
A-E	■				*	C	C	
A-B	■		●		*	F	A	
A	■					D	B	
A-G-J			●			-	A	
A-G			●			-	B	
A-G			●			F	B	
A	■				*	C	B	
A	■				*	C	A	30
A-C-J	■				*	E	A	
A-J	■		●		*	E	A	
A-C			●			F	A	3-7-38
A-G-J			●			F	B	
A-J	■					F	B	
A	■		●		*	D	B	
A	■					E	A	
A	■					D	B	
D-H	■				*	F	B	
A-D-H	■				*	C	B	
A	■				*	C	B	45-46
B	■		●			F	A	1
B	■		●		*	-	A	1

PUBLIC ■ PRIVATE ●

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FUNDING CONSIDERATIONS

Ultimately, the ability of the public and private sector to fund projects within the Lake Erie Gateway area is the determinant of how the area will develop. Clearly, the funding of the basic infrastructure including streets, utilities, parks, sidewalks, trails, etc. will be the responsibility of the public sector through local, state, and federal sources. Much site specific structural development such as housing redevelopment, commercial redevelopment and Consolidated Packaging facility reuse, on the other hand, will be accomplished by the private sector through traditional private funding sources and, in some cases, through federal or state programs featuring public-private partnerships. This section presents potential funding mechanisms for the Lake Erie Gateway area.

Municipal Building Authority - Monroe: Enacted pursuant to P.A. 31 of 1948 to acquire, furnish, equip, own, improve, enlarge, operate, and maintain buildings, automobile parking lots or structures, recreational facilities, stadiums and the necessary sites for any legitimate public purchase.

Economic Development Corporation - Monroe: To alleviate and prevent conditions of unemployment in community-at-large by assisting and retaining local and new commercial and industrial enterprises. The E.D.C. has the authority to acquire, develop and maintain any lands, buildings, machinery, and equipment necessary or appropriate to accomplish purposes of the Act. Created pursuant to Act 338 of 1974.

Capital Improvements Program - Monroe: Numerous techniques have evolved to enable local governments to pay for capital improvements over a longer period than a single year. These

techniques include current revenue (pay-as-you-go), reserve funds general obligation funds, revenue bonds, lease-purchase, and tax abatement financing.

User Fees - Monroe: A charge levied for the use of specific revenue-dependent activities. Fees received will be used to offset maintenance and operation costs.

Concession Revenues - Monroe: Concessions such as food and beverage operations, boat rentals, etc., may fund or substantially support public improvements and subsidize maintenance and operation costs.

Special Assessment - Monroe: Public works that benefit particular properties may be financed more equitably by special assessment. Improvements financed by this method include streets, sidewalks, street beautification, sewers, and water mains.

Southeast Michigan Transportation Authority - SEMTA: A regional transportation authority that is involved in the planning, funding, and implementation as well as the management and operation of public transportation facilities.

Multiple Family and Elderly Housing - M.S.H.D.A.: The Michigan State Housing Development Authority (MSHDA) conducts a major program, the purpose of which is to make available mortgage loans at below market interest to housing developers for the purpose of construction of multi-family housing units for low and moderate income families and the elderly. The program is run in conjunction with the Federal Section 8 Rent Subsidy Program.

Single Family Housing Program - M.S.H.D.A.: The Michigan State Housing Development Authority (MSHDA) makes mortgage loans available at less than market interest rates to low and moderate income families who wish to finance the construction of newly constructed homes. Loans are administered through approved mortgage service agents.

Neighborhood Improvement Loan Program - M.S.H.D.A.: The Neighborhood Improvement Loan Program is targeted to property owners in NIP areas. These NIP areas are designated by participating governing body jurisdictions as target neighborhoods where systematic rehabilitation, revitalization and conservation is planned or underway. The participating governing body, in conjunction with financial institutions with which it is working, can apply for a MSHDA commitment to set aside funds for home improvement loans in NIP areas. The governing body performs a lead role in initiating and channeling the program to its intended purpose.

Fisheries Division - D.N.R.: The Department of Natural Resources, through the Fisheries Division, provides financial assistance for the development of fishing opportunities with local participation.

Waterways Division - D.N.R.: The Department of Natural Resources, through the Waterways Division, is responsible for the design, construction, and operation of recreational boating facilities in the State. Facilities are normally constructed in conjunction with U.S. Corps of Engineers. Grants-in-aid for the construction of recreational boating facilities equal to 50 percent of the total cost are made to local units of government.



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Michigan Land Trust Fund - D.N.R.: This program is administered by the Michigan Department of Natural Resources and provides funds for public acquisition of recreation land, environmentally sensitive areas and open space.

State Register Grant Program - Michigan History Division: Project grants, covering up to 100 percent of cost, for the purpose of financing renovation work on properties listed on the State Register of Historic Sites.

Motor Vehicle Highway Fund for Non-Motorized Transportation: Funds from the Motor Vehicle Highway Fund can be allocated for the provision and maintenance of non-motorized facilities.

Michigan Economic Development Incentive Concept (MEDIC)-M.D.O.C.: The Michigan Economic Development Incentive Concept is a state assistance program which aims to help communities improve their own abilities to develop and implement economic development programs. The primary role of the state in the MEDIC program is to function as a catalyst to encourage the creation of local umbrella organizations, generally, but not exclusively, at the county level, which can unify and strengthen existing development efforts or establish a comprehensive economic development structure where none previously existed. This program is provided by the Michigan Department of Commerce.

Michigan Business Development Corporation - M.D.O.C.: The Michigan Business Development Corporation created by P.A. 76 of 1979, is a for-profit private corporation and thus, not a part of the Department of Commerce. The MBDC will comprise in membership financial institutions from around the State and will make venture capital available to small growth and innovation oriented businesses either by loan or equity investment. The

MBDC will sell shares to investing stockholders and will call upon the resources of its member financial institutions. The pooling of resources reduces the risk to any particular lender. The MBDC will establish a wholly owned subsidiary, the New Business Investment Corporation which in powers would meet requirements of the federal Small Business Administration and facilitate linkage with SBA programs.

Job Development Authority - M.D.O.C.: The Michigan Job Development Authority (JDA), the purpose of which is to provide financial incentives for industrial development, was created by P.A. 301 of 1975. The J.D.A. makes industrial facility loans at below market interest rates (for land, buildings, machinery and equipment included air and water pollution control or solid waste disposal equipment) that are financed through the sale of tax exempt Industrial Development Revenue Bonds.

Business and Industrial Development Loans - FmHA: To assist organizations or individuals in rural areas improve, develop or finance business, industry and employment and to improve the economic and environmental climate in rural communities. Forms of funding include guaranteed loans and project grants.

Public Works and Development Facilities: Title I - E.D.A.: To promote the growth and expansion of private-sector industry through public works and development facilities grants, with the aim of alleviating unemployment in a community. Projects which attempt to overcome the economic problems of EDA-designated areas. These include public facility development projects, such as water and sewer facilities primarily serving industrial and commercial users, utilities, streets, and access roads for industrial expansion, regional airports and vocational schools. Forms of funding are grants, supplementary grants and direct loans.

Business Development Loans: Title II - E.D.A.: To offer direct loans and guarantees not available from private sources to assist businesses in preserving existing employment, creating permanent new jobs, or expanding/constructing new facilities. The purchase or development of land and facilities, including machinery and equipment, for industrial or commercial use; the construction of new buildings; and the alteration, conversion or enlargement of existing buildings.

Technical Assistance, Research and Planning: Title III - E.D.A.: To develop the capability of state and local governments to undertake a comprehensive economic development planning process which is coordinated with other state/substate planning activities and leads to the formulation of development goals and specific strategies to achieve them, with particular emphasis on reducing unemployment and increasing incomes. Technical assistance includes studies which combine human and natural resources to understand the impact of proposed or existing employers or projects in the area. This can involve providing needed expertise, technical information and counseling. Other eligible projects include pilot or demonstration projects important in testing or launching programs of wide application throughout the nation.

Special Economic Development and Adjustment Assistance: Title IX - E.D.A.: To provide assistance to state and local governments for solving existing or anticipated economic adjustment problems. Aid is provided for sudden and severe dislocations and for long-term economic deterioration. Eligible activities are open-ended and may include public facilities, public service, business development, planning, unemployment compensation (in concert with the Department of Labor), rent supplements, mortgage payment assistance, research, technical assistance, training, relocation of individuals and businesses, and other assistance that furthers program objectives.

Community Economic Development - C.S.A.: To help Community Development Corporation invest in businesses for purposes of fostering employment and ownership opportunities for community residents. Projects which start new businesses, increase job opportunities, and sponsor community facilities and services, such as the development of industrial parks, land development, commercial centers, social service programs or health programs. Community Development Corporation can also fully own or invest in profit-making enterprises which provide employment opportunities to residents.

Small Cities: Community Development Block Grants - H.U.D.: To alleviate physical and economic distress through the stimulation of private investment and community revitalization in areas with population outmigration or a stagnating or declining tax base. Single-purpose grant fund projects which address a specific need of the community. Comprehensive grants address multiple community development needs, including rehabilitation, construction, or improvement of public works facilities.

Urban Development Action Grants - H.U.D.: To stimulate new development and investment in distressed areas through public and private-sector partnerships. Economic revitalization and neighborhood reclamation activities such as land clearance, site improvements, infrastructure needs, and rehabilitation and construction of public, commercial, industrial, and residential structures. Although the UDAG Program directly provides only project grants, many cities use these funds for second-mortgage financing.

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Section 312: Rehabilitation Loans - H.U.D.: To provide funds for rehabilitation of residential and business properties. Rehabilitation--from minor repairs to major renovation--of property located in neighborhood development, urban renewal, and code enforcement areas.

Section 701: Comprehensive Planning Assistance - H.U.D.: To encourage and financially support state and local governments and regional combinations of local governments in upgrading their comprehensive planning and executive management capabilities. Development and implementation of plans for housing and land use, public facilities, utilities, and transportation; recovery from disaster or economic dislocations resulting from changes in federal activities; energy conservation; and improved coordination among states, localities and areawide planning agencies.

Historic Preservation Assistance - D.O.I.: To acquire and restore structures of historical significance. Acquisition, protection, preservation, rehabilitation, restoration, or reconstruction of properties listed in the National Register of Historic Places.

Urban Parks and Recreation Recovery - D.O.I.: To rehabilitate recreation areas and facilities and to develop improved recreation programs. Recovery Action Program Grants are for planning, staffing, and budgeting needed to formulate a Recovery Action Program for recreation systems. Innovative grants are provided for innovative and cost-effective approaches to recreational opportunities, such as joint use facilities, recycling of nonrecreation facilities, and mobile recreation for neighborhoods lacking adequate facilities. Rehabilitation grants may be used for rebuilding, remodeling, expanding, and developing existing outdoor or indoor recreation and facilities.

Section 7(a): Regular Business Loans - S.B.A.: To aid small businesses unable to obtain financing in the private credit marketplace. Loans can be obtained for construction, expansion, or conversion of facilities; purchase of buildings, equipment, or materials; and working capital.

Section 502: Local Development Company Loans - S.B.A.: To provide long-term financing and equity capital to small businesses through local development companies. Eligible activities include acquisition of land and purchase, expansion, conversion, construction and modernization of buildings, and purchase of machinery and equipment.

Small Business Investment Companies (SBIC) - S.B.A.: To channel equity and loans to the small business community and to socially and economically disadvantaged enterprises. SBIC's provide financial assistance to small businesses by making available long-term loans of five to 20 years or by purchasing debt or equity-type securities issued by the small business. SBIC's also provide advisory service and counseling to small firms.

Highway Fund - D.O.T.: To assist state highway agencies construct and rehabilitate the interstate highway system and build, repair or improve primary, secondary and urban systems. Eligible activities include planning, surveying, engineering, rights-of-way, new construction, reconstruction and repairs of highway, bridges and parking facilities.

Land and Water Conservation Fund - D.N.R.: The State of Michigan is apportioned a sum of money each year from the Federal Land and Water Conservation Fund which is shared with local units of government for the purpose of helping finance lo-

cal public outdoor recreation projects. Funds may be used for a wide range of outdoor recreation projects such as picnic areas, inner city parks, campgrounds, tennis courts, boat launching ramps, bike trails, outdoor swimming pools, and support facilities such as roads, water supply, etc. The State plays a pivotal role in the distribution of funds which is on a competitive basis. Approved projects are funded up to 50 percent of cost.

Section 205: Small Flood Projects - C.O.E.: Section 205 of the 1948 Flood Control Act, as amended, authorizes the Chief of Engineers to build small flood control projects that have not already been specifically authorized by Congress. The Federal share in such a project may not exceed \$2,000,000. The work must constitute a complete solution to the flood problem in the affected areas so as not to commit the U.S. Government to additional improvements to ensure effective operation.

Coastal Zone Management Program - D.N.R.: Grants are available for a variety of planning and low-cost construction projects on a 20 percent loan and 80 percent federal match basis.

Coastal Energy Impact Program - D.N.R.: The CEIP is designed to provide financial assistance to local units of government to prepare for the growth, and deal with the impacts, stimulated by new or expanding energy development. There are three types of financial assistance available: planning grants, environmental/recreational loss grants, and credit assistance.

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FUNDING POTENTIAL

CIRCULATION SYSTEM IMPROVEMENTS

1. Front Street Interchange and Bridge
2. Community Entrance
3. Neighborhood Entrance
4. Coastal Loop Connector
5. Front Street Revisions
6. City Trolley Service

HELLENBERG FIELD IMPROVEMENTS

7. Residential Relocation
8. Front Street Removal
9. Public Marina
10. Public Boat Launch
11. Festival Site/Winter Sports Area
12. Festival and Marina Services Building
13. Sterling Island Picnic Area
14. Waterside Amphitheater
15. Observation Tower and Bridge
16. Fishing Pier
17. Gateway Parking
18. Pedestrian/Bicycle Trail
19. Visitor Center
20. Gateway Sign Tower

RIVER EDGE IMPROVEMENTS

21. Riverside Park
22. Bicycle/Pedestrian Trail
23. City Dock
24. Trolley Terminal

PUBLIC ■ PRIVATE ●

	Mun. Bldg. Auth. Economic Dev. Corp. Capital Imp. Program User Fees Concession Revenues Special Assess. SEMTA	MSHDA - Multiple MSHDA - Single Fam. MSHDA - Home Imp. DNR - Fisheries DNR - Waterways Mich. Land Trust State Register Grant Non-Motorized Veh. MEDIC Mich. Bus. Dev. Corp. Job Dev. Auth.	FmHA Loan Guar. EDA - Title 1 EDA - Title 2 EDA - Title 3 EDA - Title 9 CSA HUD - Small Cities HUD - UDAG HUD - Section 312 HUD - Section 701 Hist. Pres. Grants Urban Parks & Rec. SBA - Section 7A SBA - Section 502 SBA - SBIC Highway Fund L.W.C.F. C.O.E. - Section 205 Coastal Zone Mgmt. CEIP - Rec. Loss	
				Private Funding
1. Front Street Interchange and Bridge	■		■	
2. Community Entrance				
3. Neighborhood Entrance				
4. Coastal Loop Connector	■			
5. Front Street Revisions	■			
6. City Trolley Service	■	■		
7. Residential Relocation	■			
8. Front Street Removal	■			
9. Public Marina	■			
10. Public Boat Launch	■			
11. Festival Site/Winter Sports Area	■	■		
12. Festival and Marina Services Building	■			
13. Sterling Island Picnic Area	■			
14. Waterside Amphitheater	■			
15. Observation Tower and Bridge	■			
16. Fishing Pier	■	■		
17. Gateway Parking	■			
18. Pedestrian/Bicycle Trail		■		
19. Visitor Center		■		
20. Gateway Sign Tower	■			
21. Riverside Park	■			
22. Bicycle/Pedestrian Trail	■	■		
23. City Dock	■			
24. Trolley Terminal	■			
	LOCAL	STATE	FEDERAL	

FUNDING POTENTIAL

CONSOLIDATED PACKAGING PROPERTIES

25. Selected Demolition
26. Building Renovation
27. Gateway Parking
28. Open Space Buffer
29. Stabilize/Reforest Sludge Lagoons

ORCHARD EAST NEIGHBORHOOD

30. Relocate Industrial Uses
31. Streetscape Improvements
32. Housing Rehabilitation
33. New Single Family Residences
34. New Multiple Family Housing
35. Neighborhood Park - East
36. Neighborhood Park - West

ORCHARD EAST COMMERCIAL

37. Remove Residences
38. Remove Commercial Structures
39. Commercial Redevelopment
40. Residential Redevelopment
41. Community Center Improvements
42. Amtrak and Trolley Station
43. Coastal Loop Improvements
44. Gateway Entrance

RIVER RAISIN BATTLE SITE

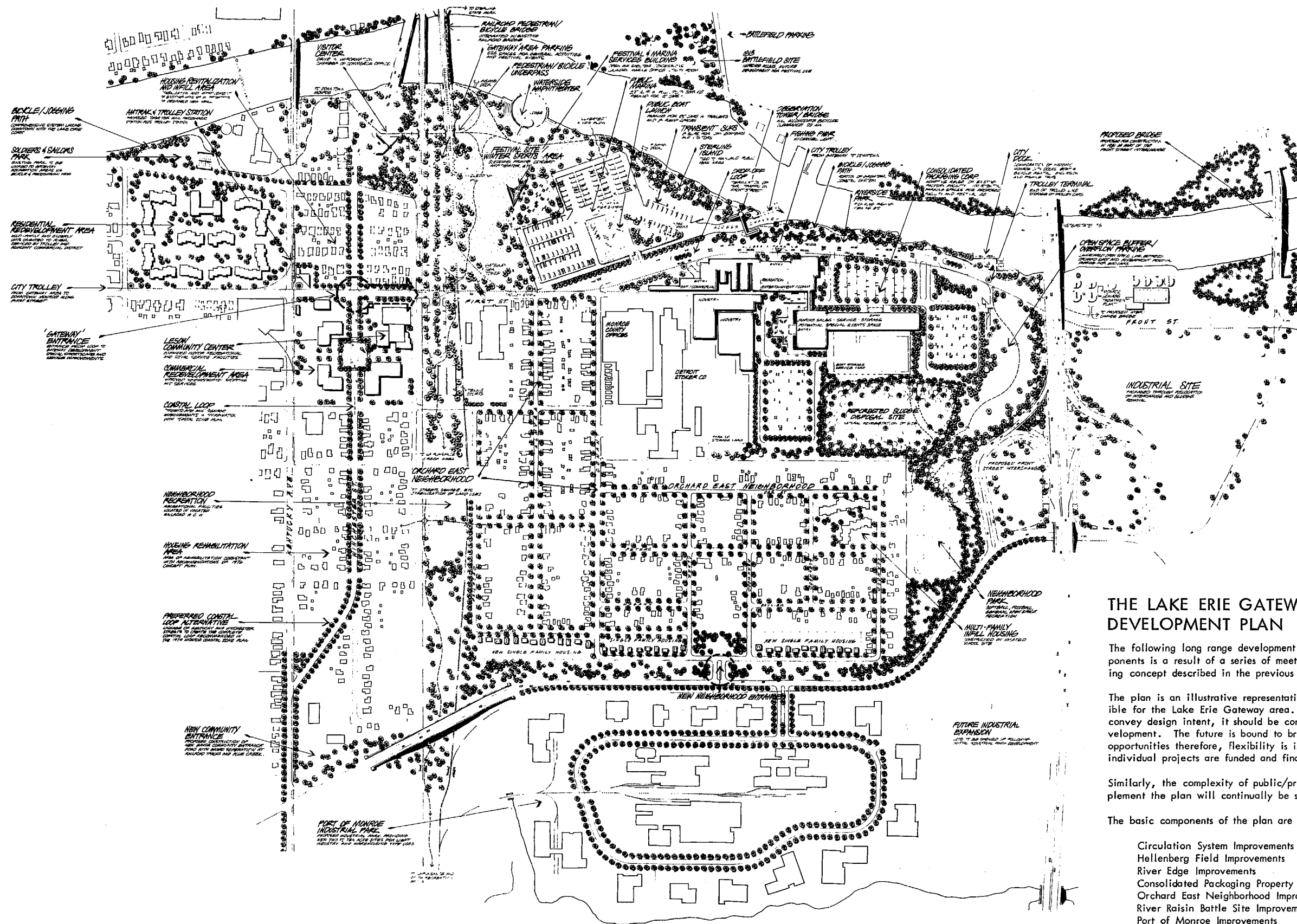
45. Interpretive Development
46. Battle Site Parking
47. Pedestrian/Bicycle Bridge and Trail

PORT OF MONROE

48. Industrial Park
49. East Industrial Site

	Mun. Bldg. Auth. Economic Dev. Corp. Capital Imp. Program User Fees Concession Revenues Special Assess. SEMTA	MSHDA - Multiple MSHDA - Single Fam. MSHDA - Home Imp. DNR - Fisheries DNR - Waterways Mich. Land Trust State Register Grant Non-Motorized Veh. MEDIC Mich. Bus. Dev. Corp. Job Dev. Auth.	FmHA Loan Guar. EDA - Title 1 EDA - Title 2 EDA - Title 3 EDA - Title 9 CSA HUD - Small Cities HUD - UDAG HUD - Section 312 HUD - Section 701 Hist. Pres. Grants Urban Parks & Rec. SBA - Section 7A SBA - Section 502 SBA - SBIC Highway Fund L.W.C.F. C.O.E. - Section 205 Coastal Zone Mgmt. CEIP - Rec. Loss		Private Funding
25. Selected Demolition	■	●		■	●
26. Building Renovation	■	●		■	●
27. Gateway Parking	■	●		■	●
28. Open Space Buffer	■	●		■	●
29. Stabilize/Reforest Sludge Lagoons	■	●		■	●
30. Relocate Industrial Uses	■	●		■	●
31. Streetscape Improvements	■	●		■	●
32. Housing Rehabilitation	■	●		■	●
33. New Single Family Residences	■	●		■	●
34. New Multiple Family Housing	■	●		■	●
35. Neighborhood Park - East	■	●		■	●
36. Neighborhood Park - West	■	●		■	●
37. Remove Residences	■	●		■	●
38. Remove Commercial Structures	■	●		■	●
39. Commercial Redevelopment	■	●		■	●
40. Residential Redevelopment	■	●		■	●
41. Community Center Improvements	■	●		■	●
42. Amtrak and Trolley Station	■	●		■	●
43. Coastal Loop Improvements	■	●		■	●
44. Gateway Entrance	■	●		■	●
45. Interpretive Development	■	●		■	●
46. Battle Site Parking	■	●		■	●
47. Pedestrian/Bicycle Bridge and Trail	■	●		■	●
48. Industrial Park	■	●		■	●
49. East Industrial Site	■	●		■	●
	LOCAL	STATE	FEDERAL		

PUBLIC ■ PRIVATE ●



THE LAKE ERIE GATEWAY DEVELOPMENT PLAN

The following long range development plan and discussion of individual plan components is a result of a series of meetings that led to development of the concluding concept described in the previous section.

The plan is an illustrative representative of the ultimate form and character possible for the Lake Erie Gateway area. While the plan is purposely detailed to convey design intent, it should be considered only as a guide to long range development. The future is bound to bring changes in philosophy, requirements and opportunities therefore, flexibility is inherent in the plan to allow revisions as individual projects are funded and final design detailing is accomplished.

Similarly, the complexity of public/private decisions and actions necessary to implement the plan will continually be subject to scrutiny and revision.

The basic components of the plan are organized and presented herein as follows:

- Circulation System Improvements
- Hellenberg Field Improvements
- River Edge Improvements
- Consolidated Packaging Property Improvements
- Orchard East Neighborhood Improvements
- River Raisin Battle Site Improvements
- Port of Monroe Improvements

COASTAL GRAPHICS AND SIGNAGE SYSTEM

In addition to the general development plan recommendations for the Lake Erie Gateway, this study has produced a conceptual design for an overall coastal and community graphics and signage system.

The intent is to provide a coordinated and unified system of informational, directional and restrictive signs from the broadest level of identifying the opportunities of the area to Interstate travelers to the most detail level of pedestrian orientation.

The system has as its basic organizing concept the identification of four major destination areas within the community as follows:

The North Coast - Recreational activities associated with Sterling State Park and other areas north of the River Raisin.

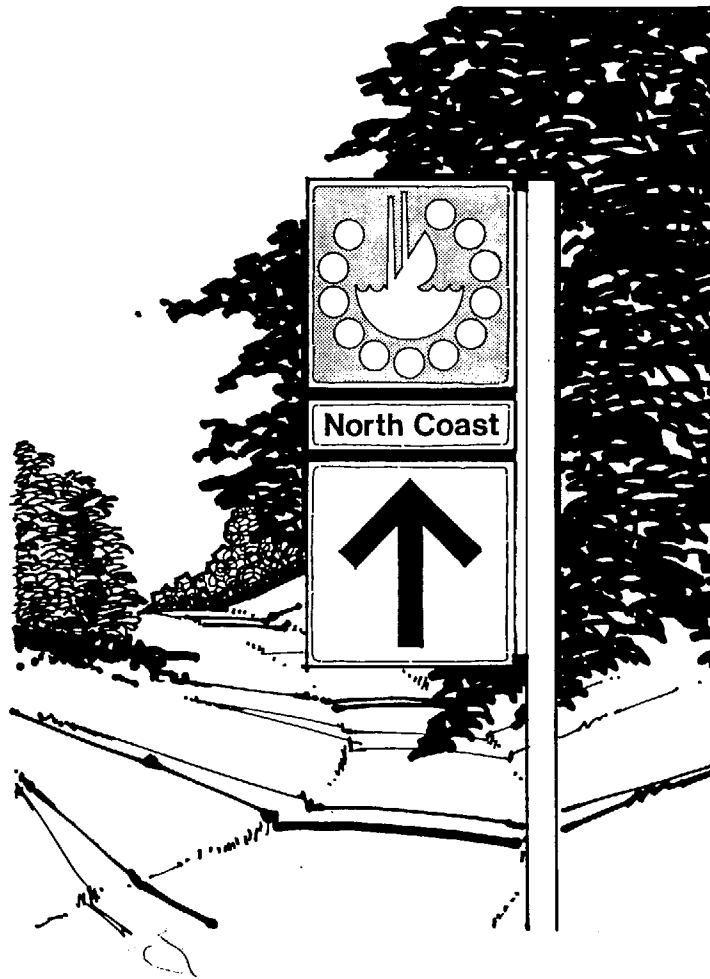
The South Coast - Recreational activities associated with Bolles Harbor and other areas south of the River Raisin.

Historic Monroe - Shopping, cultural, and historic activities associated with downtown Monroe and adjacent community areas.

Monroe Landing - Recreational activities associated with the River Raisin and the Lake Erie Gateway area.

For more information about the Gateway area of this study, contact the Department of Community Development at 243-0700, ext. 234, or visit the Office on the 2nd floor of the Monroe City Hall.

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COASTAL UPDATE Monroe Coastal Zone Management Plan

City of Monroe
Department of Community Development

Monroe, Michigan
May, 1979

COASTAL UPDATE 6

MONROE COASTAL ZONE MANAGEMENT PLAN

CITY OF MONROE DEPT. OF COMM. DEV. / MICH. COASTAL MANAGEMENT PROGRAM

Beckett Raeder Rankin Inc. / Landscape Architects and Planners • A. J. Dines Assoc. Inc. / Resource Management Consultants

THIS STUDY

The Gateway area was identified in the Monroe Coastal Zone Management Plan as having significant opportunities for developments of major public benefit as well as for enhancement of private economic development. The plan indicated in particular that the Gateway area, if developed appropriately, could become a new focus for the east side of Monroe providing an improved community entrance and serving as an important link between the City and the Lake Erie shoreline area. The purpose of this study is to define a detailed development strategy for the Gateway area as a means of implementing the recommendations of the 1979 Monroe Coastal Zone Management Plan.

THIS NEWSLETTER

This newsletter presents the preliminary Lake Erie Gateway Development Plan and summarizes both public and private improvements and actions proposed to revitalize this significant area of the community. The proposed plan is the result of thorough research and investigation of the myriad of components and specific issues that comprise the area. In addition, the plan reflects the attitudes and priorities of area residents and other interested citizens and community officials expressed in meetings and public workshops conducted over the past two months.

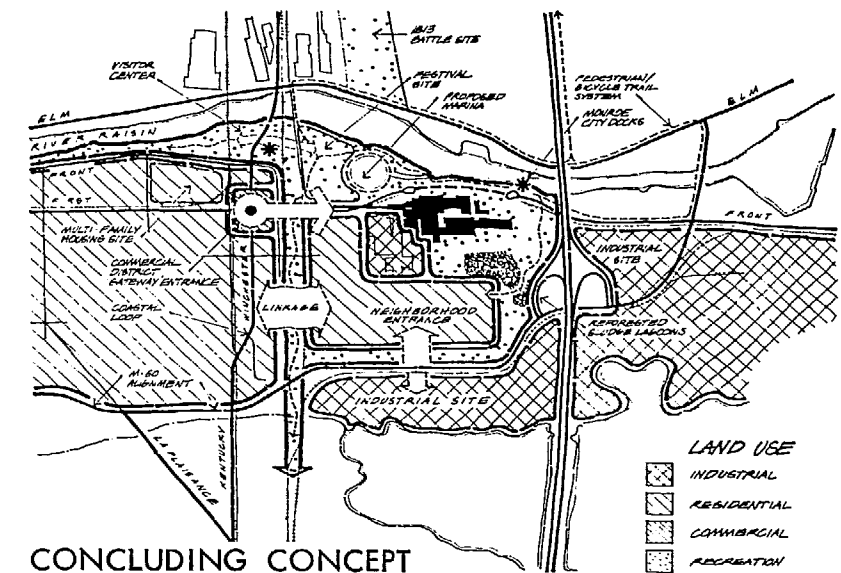
This newsletter is the sixth in a series published over the last 18 months. Newsletters 1 through 4 described the study process and conclusions relative to preparation of the Monroe Coastal Zone Management Plan. Newsletter 5 presented a preliminary evaluation of the Lake Erie Gateway area and a summary of all earlier studies affecting the plan development process, including:

- M-50 Corridor Study
- I-75 Interchange Improvements
- Corps of Engineers Reconnaissance Study
- Monroe Land Use and Recreation Systems Plan
- Monroe Coastal Zone Management Plan

LAKE ERIE GATEWAY CONCEPT

The following concept represents a synthesis of feedback comments generated by the review process within the context of potential development options for the Lake Erie Gateway. The major features of the concept include:

- Expansion of Hellenberg Field through relocation of residences and closure of Front Street to create a major marina and regional festival site.
- Expansion of public use of the riverfront eastward to Interstate 75.
- Re-use of the eastern portion of Front Street for local access and recreation parking by discouraging through traffic.
- Significant re-use of selected Consolidated Packaging Corp. facilities for recreation related activities and light industrial uses.
- Use of the Consolidated Packaging Corp. residual lands and sludge lagoon areas for neighborhood recreation and open space preserve.
- A new community entrance road from the proposed Front Street interchange and a new landscaped entrance to the Orchard East neighborhood from the south.
- Removal of Magnimet Corporation and development of the railroad corridor as a common recreation and open space resource for both Orchard East residential areas.
- Consolidation of commercial services in the Orchard East Commercial District to the four-block area south of First Street.
- Completion of the "coastal loop" by construction of a connector between Winchester and Kentucky Streets.



CIRCULATION SYSTEM IMPROVEMENTS

- **Front Street Interchange and Bridge:** This project includes removal of existing entrance and exit ramps at Interstate 75 and construction of a new ramp system south of the River Raisin. Also included is a new entrance road to the Port of Monroe and a bridge over the river connecting Front Street and Elm Street.
- **Community Entrance:** This project includes construction of a new road from the reconfigured Front Street interchange on a westward alignment south of the Orchard East neighborhood to a connection with Kentucky Street and a potential further extension to South Monroe Street.
- **Neighborhood Entrance:** This project includes construction of a new entrance to the Orchard East neighborhood from the proposed community entrance road. Also included in construction of a new east-west road within the neighborhood linking the entrance to Conant, Clark, Fernwood and Norwood Streets.
- **Coastal Loop Connector:** This project consists of a new road linking Winchester Street in the vicinity of Sixth Street to Kentucky Street to complete the Coastal Loop circulation system.
- **Front Street Revisions:** This project includes revisions to the existing roadway to discourage through traffic with construction of drop-off loops at each end, the provision of on street parking, and narrowing the pavement at selected pedestrian crossing areas.
- **City Trolley Service:** This project includes construction of necessary trackage and right-of-way improvements to establish a trolley line between downtown Monroe (Loranger Square) and the Lake Erie Gateway area. Also included in construction of a series of trolley stops at the Orchard East Commercial area, the marina, the renovated Consolidated Packaging buildings, and the Gateway area parking facilities. The Amtrak and Trolley Station is described under Orchard East Commercial Improvements and the Trolley Terminal is described under River Edge Improvements.

HELLENBERG FIELD IMPROVEMENTS

- **Residential Relocation:** This project includes relocation of residents and removal of structures on Front Street adjacent to Hellenberg Field, within the railroad corridor between Front and First Streets, and on First Street east of the railroad corridor.
- **Front Street Removal:** This project includes complete removal of old Front Street between Eastchester Street and new Front Street to allow expansion of the Hellenberg Field site area.
- **Public Marina:** The marina consists of 200 seasonal slips and 18 transient slips for short term dockage by visitors. Components will include complete wet-side utilities, a floating pier system, gas dock, and parking for 100 cars. Public access will be available to the marina edge for viewing of boats, however, public access to the piers will be controlled for privacy and security of marina residents and their boats.
- **Public Boat Launch:** The launch will replace the existing boat launch to be removed for construction of the marina and will double the capacity to 8 launch lanes and parking for 80 vehicles with trailers. A separate controlled entrance will be provided from Front Street to isolate the launch operation from the marina.
- **Festival Site/Winter Sports Area:** This project includes construction of a six acre year-round recreation area to accommodate large numbers of people for seasonal festivals such as the "Old Frenchtown Days" celebration and winter sports activities such as sledding, tobogganing, and cross country skiing.
- **Festival and Marina Services Building:** This building is intended to be the main control facility for both the public marina operation and festival and winter sports activities. Containing approximately 4,000 square feet, the building will include concessions, laundry facilities, control office, public restrooms and showers, and an open air shelter space.

- **Sterling Island Picnic Area:** This project includes landscaping, construction of pedestrian/bicycle trails, shoreline stabilization, and installation of equipment to create a family park and picnic area on Sterling Island. Basic reconfiguration of the island will include marina construction on the south side and an earth embankment connection to the mainland on the west end.
- **Waterside Amphitheater:** This project includes construction of an amphitheater and performance stage integral with the shoreline as a main focus of the festival area. Summer activities may include concerts, shows, and other performances, while the controlled water basin may be used for ice skating in the winter.
- **Observation Tower and Bridge:** This structure will allow a pedestrian/bicycle connection over the marina channel between Sterling Island and the mainland. The proposed clearance of 22' is the same as the proposed roadway bridge east of I-75. The observation tower, which will be an integral part of the bridge structure will provide viewing of the marina and entire river shoreline.
- **Fishing Pier:** The main pier, located at the mouth of the marina channel, will allow public access for land based fishing. A feature of the pier will be a channel light to guide night navigation.
- **Gateway Parking:** This project includes construction of a major parking area within the railroad corridor for over 500 cars. The parking is intended for festival events and general recreational activities as well as satellite parking for the trolley connection to downtown.
- **Pedestrian/Bicycle Trail:** This project consists of the Hellenberg Field portion of a communitywide riverfront system of pedestrian and bicycle circulation. The project also includes construction of two underpasses at the railroad corridor.
- **Visitor Center:** This building, located on the Coastal Loop, will contain approximately 2,500 square feet and is intended as a drive-in information dissemination and hospitality center for visitors to the Lake Erie Gateway and Monroe Coastal area. The center may also house future offices of the Chamber of Commerce.
- **Gateway Sign Tower:** This project involves construction of a tall tower on First Street adjacent to the marina that will display the Lake Erie Gateway symbol. As a skyline focus and identification point, the tower will be visible from the Coastal Loop.

RIVER EDGE IMPROVEMENTS

- **Riverside Park:** This project consists of removal of existing structures and development of picnic facilities and fishing docks for family recreational use.
- **Bicycle/Pedestrian Trail:** This project consists of the River Edge portion of a communitywide riverfront system of pedestrian and bicycle circulation.
- **City Dock:** The City Dock is intended as an active riverfront focal area consisting of dockage space for excursion and fishing boat charters. The control building will include bait and tackle concessions, bicycle rentals, and boat rentals.
- **Trolley Terminal:** The terminal, located adjacent to the City Dock, will be the easternmost end of the trolley line to downtown Monroe, and will include a storage and maintenance building for the trolley.

CONSOLIDATED PACKAGING PROPERTIES

- Selected Demolition: This project consists of demolition of 29 buildings and additions totaling approximately 120,000 square feet of floor area.
- Building Renovation: This project consists of renovating the remaining buildings totaling approximately 816,700 square feet of floor area. Recommended uses include 202,600 square feet of entertainment and special commercial activities, 26,000 square feet of indoor recreation activities, 517,400 square feet of light industrial and 70,700 square feet of marine related activities such as sales and service or storage, or special events such as boat shows, antique fairs, etc.
- Gateway Parking: This project consists of construction of major parking facilities for approximately 1,100 cars for proposed building uses and for special events in conjunction with the festival site.
- Open Space Buffer: This project includes development of landscaped open space adjacent to Interstate 75 to provide an appropriate community entrance image and a pedestrian/bicycle link between the riverfront and Orchard East neighborhood. The area may also serve as a 600 car overflow parking opportunity for festival site activities.
- Stabilize/Reforest Sludge Lagoons: This project includes placement of a minimal earth cover and landscaping of the existing sludge lagoons to encourage reforestation as a natural preserve and neighborhood buffer.

ORCHARD EAST NEIGHBORHOOD

- Relocated Industrial Uses: This project includes relocation of Magnimet Corp. and other industrial uses located within the railroad corridor to the Port of Monroe or other properties suitable to the requirements of the operations.
- Streetscape Improvements: This project consists of continued improvements within the street rights-of-way including storm sewer installation, curb and gutter, paving, sidewalk construction, and tree planting to improve the character and image of the neighborhood.
- Housing Rehabilitation: This project consists of continued emphasis on rehabilitation of solid housing stock consistent with the recommendations of the 1976 neighborhood concept plan.
- New Single Family Residences: This project consists of developing opportunities for construction of new single family residences along the southern edge of the neighborhood.
- New Multiple Family Housing: This project consists of construction of new multiple family housing units on the site of the existing school at the corner of Glenwood and Oak Streets. Construction of the new units will require demolition of the existing school building.
- Neighborhood Park - East: This park is an extension of the open space buffer on the Consolidated Packaging property and completes the open space link between the riverfront and the neighborhood. Activities provided within the park may include softball, football, and general open space recreation. The landscaped character of the park will be extended westward as a buffer between the neighborhood and the new community entrance and will provide a link to the neighborhood park - west.
- Neighborhood Park - West: This park will be developed within the railroad corridor following relocation of the existing industrial facilities. The park will include softball diamonds, tennis courts, open play area, and landscaping. Because of its location, this park will become the common unifying element for the presently separated east and west Orchard East residential areas.

ORCHARD EAST COMMERCIAL

- Remove Residences: This project consists of relocation of residents and removal of residential structures within a four block area on either side of Winchester Street south of First Street.
- Remove Commercial Structures: This project consists of removal of existing commercial and other nonresidential structures and uses within the housing revitalization area on either side of Winchester Street north of First Street.
- Commercial Redevelopment: This project consists of the construction of new commercial buildings for consolidation of all non-residential uses within the four block area south of First Street.
- Residential Redevelopment: This project consists of a multiple-family and elderly housing development oriented to the riverfront Soldier's and Sailor's Park west of Kentucky Avenue.
- Community Center Improvements: This project involves expansion of the Lesow Community Center to provide increased indoor recreation facilities and social services consistent with the 1976 neighborhood concept plan.
- Amtrak and Trolley Station: This station would be the main Monroe stop for the proposed Amtrak passenger rail service between Detroit and Toledo. In addition, it would serve as the Orchard East stop for trolley service between downtown and riverfront activities to the east.
- Coastal Loop Improvements: This project consists of general streetscape improvements to Winchester Street including plantings and graphics to develop a consistent coastal loop identity.
- Gateway Entrance: This project includes special streetscape improvements to First Street as the main entrance to the Gateway area from the Coastal Loop.

RIVER RAISIN BATTLE SITE

- Interpretive Development: This project consists of battle site reconstruction and interpretive facilities for public display.
- Battle Site Parking: This project consists of construction of a parking area east of Detroit Street for the use of battle site visitors.
- Pedestrian/Bicycle Bridge and Trail: This project consists of construction of a pedestrian and bicycle system from the Hellenberg Field Festival Site to the historic battle site and includes a bridge integrated into the structure of the existing railroad bridge and a trail system along Elm Street.

PORT OF MONROE

- Industrial Park: This project involves construction of an industrial park south of the new community entrance providing two to ten acre sites for light industrial and warehousing type uses with direct railroad and highway access.
- East Industrial Site: This project includes reclamation of the existing sludge lagoons east of Interstate 75 and packaging of the site for industrial development.